

FULTON/LOWELL SPECIFIC PLAN

JANUARY 23, 1996



**FULTON/LOWELL SPECIFIC PLAN
CITIZENS ADVISORY COMMITTEE**

AND

**DEVELOPMENT DEPARTMENT
PLANNING DIVISION**



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FULTON/LOWELL SPECIFIC PLAN

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1.0 INTRODUCTION

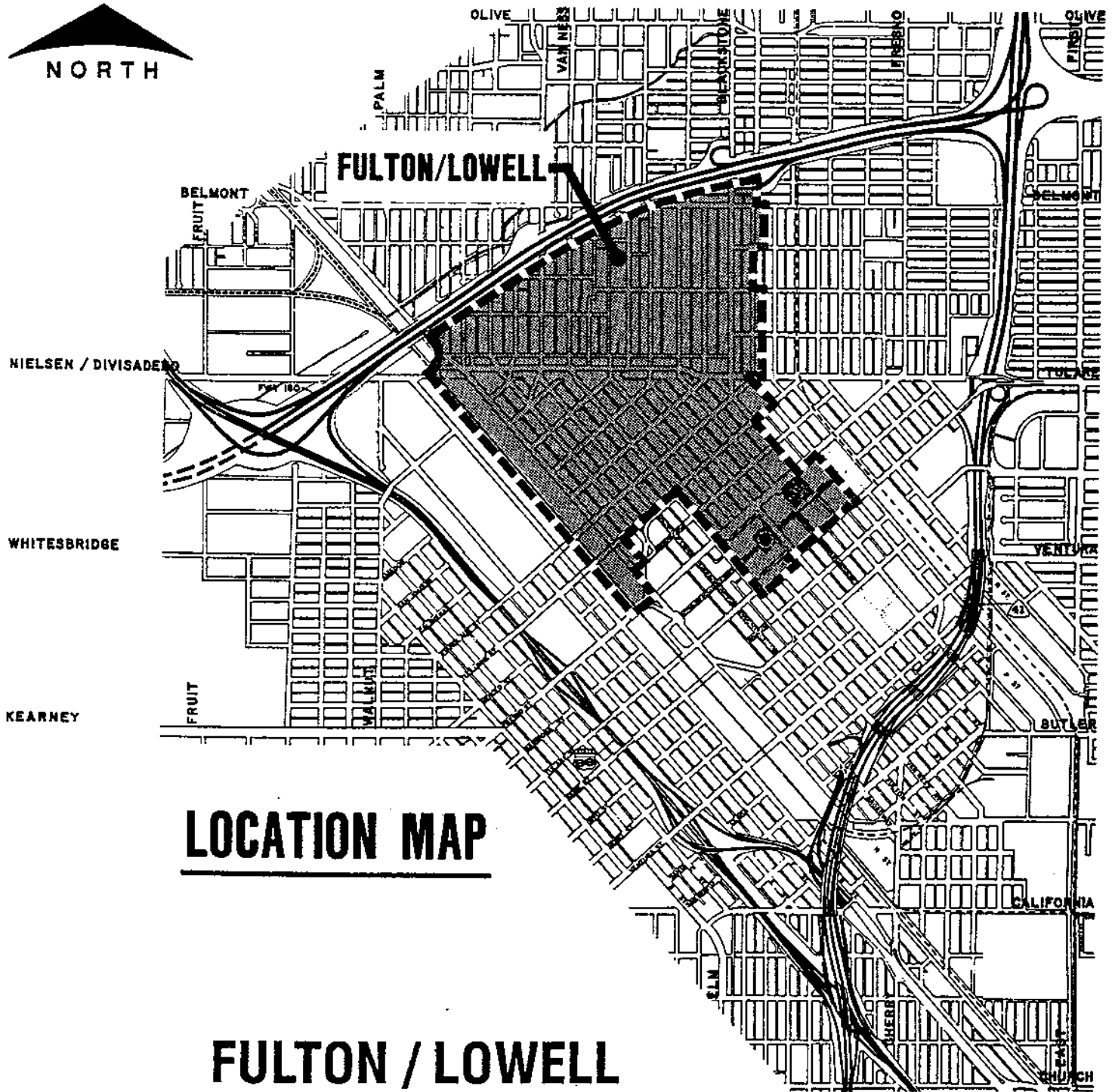
Plan Area

The Fulton/Lowell Specific Plan Area, approximately 493 gross acres in size, is located within Fresno's Central Area generally bounded by Freeway 180, Abby Street, "P" Street, "O" Street, Tulare Street, Van Ness Avenue, Tuolumne Street, Merced Street, Fresno Street, "H" Street, and the Southern Pacific Railroad Right-of-way. The Fulton/Lowell Area is an integral part of the Central Area which is the traditional "Downtown" (area) of Fresno bounded by Freeways 99, 41, and 180 (see Exhibit No. 1).

In recent years the Fulton/Lowell Area has increasingly become an area in transition or of changing characteristics. Located within this area are distinct variety of land uses in older residential, commercial, and industrial neighborhoods with poor interfaces and confusing circulation patterns. Due to these conditions, it can be easily divided into two separate and identifiable subareas with Divisadero Street being the point of demarcation. The area north of Divisadero Street, known as "Lowell," contains predominately older residential dwellings and represents one-half of the only concentrated residential area within the Central Area. Lowell Elementary School, the area's namesake, and Dickey Playground are the prominent landmarks in this area. The residential neighborhoods are surrounded by strip commercial corridors, including Fulton, Van Ness, Blackstone, Belmont, Broadway, and Divisadero Streets.

The area south of Divisadero, known as "Fulton," is predominately non-residential and is characterized by a mix of commercial, office, group residential, and industrial uses including the Metropolitan Museum, Warnors Theater, Silvercrest Residence, Veteran's Memorial Auditorium, and the facilities for City, County, State, and Federal Governments. Except for the clusters of public and governmental facilities and the commercial developments on the Fulton and Van Ness Corridors, land use in this area consists primarily of strip commercial corridors in a "grid" pattern. Both physical and economical blight are evident by the number of vacant storefronts and buildings in the area. The overall image of this area, the quality of services and condition of facilities are poor, inconsistent, and stagnant. Numerous new or rehabilitated structures are interspersed with and therefore impacted by blighted structures, aging or incomplete infrastructure, and underutilized properties.

Historically, revitalization efforts in the Central Area have influenced development within the Fulton/Lowell Area. These include the development of the Fulton Mall, the initial freeway system in the 1960s, the Convention Center, the Centre Plaza Hotel and Conference Center Complex (Holiday Inn), the Convention Center expansion, and the Civic Center Square Project.



LOCATION MAP

FULTON / LOWELL SPECIFIC PLAN

The 1989 Central Area Community Plan envisions the Fulton/Lowell Area as a multi-functional district containing lower density residential uses and numerous inter-related activity centers that would be supportive of each other and the well-being of the entire downtown area. A further study of the Central Area in 1992, resulted in the development of the Central Area Urban Design Strategy Final Plan by the Ratkovich Company. In the Fulton/Lowell Area, the Strategy recommended the conservation and development of single-family neighborhoods north of Divisadero Street and the formulation of specific theme districts in the area to the south. Presently, the City is in the process of implementing a few of the recommendations of the Ratkovich Strategy in the Central Area, including the residential recommendations in this Specific Plan.

Development interest in the Fulton/Lowell Area has evolved with emerging cultural arts and entertainment activities established by a cluster of entertainment and cultural uses along the Fulton/Van Ness Corridor including theaters, galleries, and nightclubs anchored by the historic Warnors Theater on the south and the Fresno Metropolitan Museum to the north. Also of importance is the proposed "L" Street Historic District (between Amador and Calaveras) identified in the September 1994 Supplementary Historic Building Survey by John Powell for the City of Fresno. The area is noted by the renovation of several historic residences on "L" Street and the relocation of historic residences in the area from the Freeway 180 Right-of-way. Further development interest involves the Ratkovich Strategy proposals for the Eaton Plaza block in the Civic Center Area, and the potential development of a new Federal Building complex in downtown Fresno.

Mission Statement/Plan Concept

Concerns about the changing character of the Fulton/Lowell Area, increasing development interests generated by the Central Area Community Plan and the Ratkovich Central Area Urban Design Strategy, and the inclusion of the Fulton and Van Ness corridors north of Divisadero in the adjacent Tower District Specific Plan necessitated the formulation of this plan to guide the development of the only area within the Central Area without a specific plan. The following Mission Statement and associated Goals for the Fulton/Lowell Specific Plan were inspired by a strong desire to improve the living and working environment of the Fulton/Lowell Area.

MISSION

WE ARE CONCERNED CITIZENS MADE UP OF RESIDENTS, PROPERTY OWNERS, AND PEOPLE FROM BUSINESS AND CIVIC ORGANIZATIONS, WORKING TOWARD THE IMPROVEMENT OF THE FULTON/LOWELL AREA TO PROVIDE A UNIQUE, COMPATIBLE, AND SAFE ENVIRONMENT FOR ITS RESIDENTS, VISITORS, AND THE CITIZENS OF FRESNO. THE PURPOSE OF THIS PLAN IS TO ACHIEVE THE FOLLOWING GOALS FOR THE FULTON/LOWELL AREA:

1. IMPROVE THE IMAGE, PERCEPTION AND PHYSICAL ENVIRONMENT OF THE FULTON/LOWELL AREA.
2. CHANGE RESIDENTIAL MIX AND DENSITY TO AFFORD A HEALTHY SOCIOECONOMIC BALANCE AND FULL RANGE OF HOUSING FOR NEIGHBORHOOD STABILITY.

3. INCREASE LANDLORD/RESIDENT PARTICIPATION.
4. FOSTER EDUCATIONAL AND RECREATIONAL OPPORTUNITIES.
5. IMPROVE COMMERCIAL SERVICES.
6. ACHIEVE HISTORIC PRESERVATION.
7. DEVELOP AN ONGOING IMPLEMENTATION PLAN AND OVERSIGHT COMMITTEE.
8. TRANSFORM AND EXPAND THE FULTON PART OF THE FULTON/LOWELL AREA INTO A CULTURAL ARTS DISTRICT.
9. ENCOURAGE GROWTH AND STABILITY OF THE GOVERNMENT CENTER AREA.

The concept employed in the Fulton/Lowell Specific Plan is that a transitional urban environment can be stabilized and developed, through specific planning, to create a safe and unique environment that is characterized by a diverse but compatible arrangement of residential, commercial, industrial, public, and mixed uses. Plan implementation, based on this concept, requires the following actions in the Fulton/Lowell Area:

North of Divisadero Street

- Stabilize, maintain, and reenforce the existing single family residential areas north of Divisadero Street and not allow new multiple-family developments.
- Control existing and future multiple-family developments by establishing a percentage ratio (40 percent) and specific locations for multiple-family developments.
- Establish mixed use categories (Level 1 and Level 2) to reflect land use demand and intensity of specific areas within the Fulton/Lowell Area.
- Designate specific commercial corridors north of Divisadero Street for mixed use (Level 1) to protect single-family neighborhoods in the area.
- Restrict new multiple-family developments to mixed use corridors as permitted by zoning to protect single-family environment and encourage mixed use.

South of Divisadero Street

- Support and encourage planned urbanization, especially entertainment and cultural art developments, by designating the area south of Divisadero Street for mixed use (Level 2) developments.
- Expand the Mixed Use (Level 2) designation to include the southwest side of "H" street, adjacent to the Southern Pacific Railroad Right-of-way, to encourage consistent and supportive urban developments to enhance major land uses such as the Warnors Theater and the Fresno Metropolitan Museum in the Fulton and Van Ness Corridors.

- Continue to pursue the recommendations of the Central Area Community Plan and the Ratkovich Central Area Urban Design Strategy, especially in the major activity centers, and monitor their progress in the Fulton/Lowell Area.

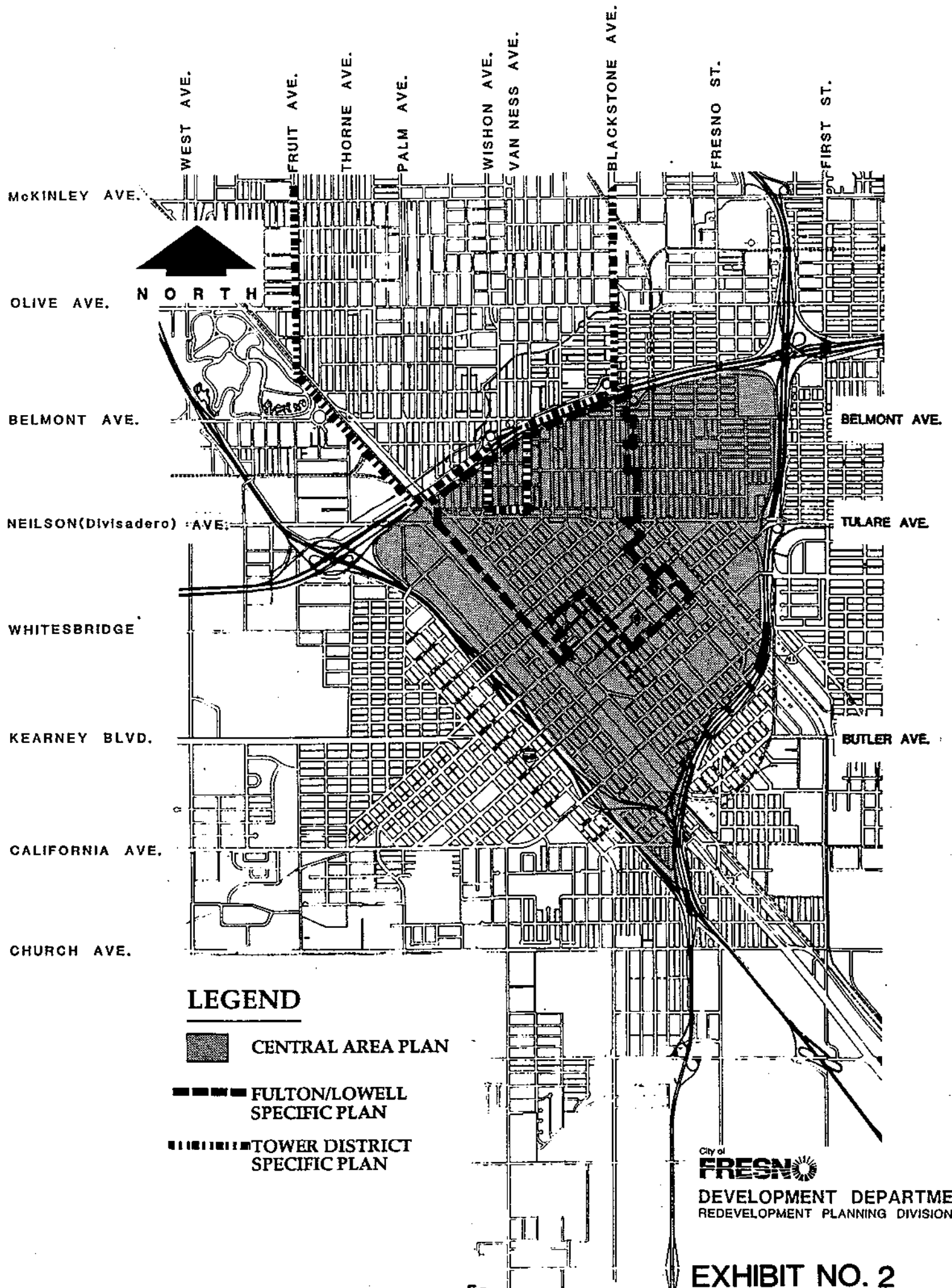
2.0 BACKGROUND

Relationship to Adopted Plans

The Fulton/Lowell Area (except the Fulton and Van Ness Corridors, north of Divisadero Street) is the last remaining area within the Central Area (Freeways 41, 99, and 180) that is not included in a Redevelopment Plan or Specific Plan, which are the most detailed in the series of plans adopted by the City of Fresno. Land use planning for this area has been accomplished on a broader scale (citywide) in the Fresno General Plan and in the Central Area Community Plan (adopted in 1989). The Central Area Urban Design Strategy Final Plan, completed in 1992 by the Ratkovich Company, was a design/strategy proposal for the Central Area but focused primarily on the Fulton/Lowell Area. To date, some of the recommendations of the Ratkovich Strategy are being implemented. In 1991, the Tower District Specific Plan was completed for the adjacent Tower Area. It also included the Fulton and Van Ness corridors (north of Divisadero) but only to control the land use on these corridors which are linkages to Fresno's "Downtown" area (see Exhibit No. 2). A specific plan would provide specific goals, policies, and implementation actions to guide the development of the Fulton/Lowell Area on an individual, as well as, on a overall basis.

Further, the preparation of a specific plan is authorized by State of California Planning and Zoning Law (Government Code Section 6550) and the City of Fresno's Local Planning and Procedures Ordinance (Article 6, Chapter 12, Fresno Municipal Code). State Law provides that the specific plan shall include a text and diagram that addresses land uses, the provision of public facilities, development standards and criteria, implementation measures and statement of relationship of the specific plan to the general plan. The Local Planning and Procedures Ordinance requires that any plan considered for adoption must contain a separate section specifying the goals, policies, implementation strategies (measures or actions) and other recommendations of the plan. It further specifies the priority of plans; first is the pertinent specific plan, secondly the community plan and thirdly the general plan. Adoption of this specific plan by the City Council establishes this document as the prevailing plan (superseding the applicable community plan and general plan) with respect to "a decision or determination relating to the consistency of a zone district, density, land use, or land use intensity to a plan designation, or relating to the conformity of the location and nature of a public facility, street or other component of a plan." In those instances when the applicable specific plan or community plan does not cover a particular plan consistency question, the issue shall be governed by applicable provisions of the general plan.

The Fresno General Plan and applicable portions of the Central Area Community Plan and the Central Area Urban Design Strategy Final Plan provide broad scale plans and policies for the Fulton/Lowell Area as it relates to the surrounding urban area. Within the context of these broad scale plans and policies, this specific plan is intended to provide a more detailed and precise planning strategy explicitly designed to address this area's particular



needs and priorities; and achieve the vision of the Mission Statement to provide a healthy, functional, and desirable living/working environment. The provisions of this specific plan are presented through written statements of goals, policies, and implementation actions together with diagrams or other exhibits, and represent the prevailing plans and policies pertaining to this area. The accompanying narrative is provided for explanatory or informational purposes only and is not intended to be applied as criteria for determining plan consistency.

Existing Conditions

The Fulton/Lowell Area is characterized by a wide spectrum of land uses from single family residential to light industrial which can be easily categorized into sub-areas north and south of Divisadero Street. Exhibit No. 3, 3a, and 4 depicts the Existing Land Use, Net Acres, and Building Quality, respectively, within the Fulton/Lowell Area.

North of Divisadero Street

The area north of Divisadero Street contains predominantly older (some historically significant) single-family dwellings with scattered multiple-family residential and strip office/commercial developments. The majority of the multiple-family units, like the single-family structures, are older developments in different stages of disrepair. The residential area north of Divisadero Street represents one-half of the oldest single-family residential neighborhoods (incorporated in the late 1800s) and is the last large concentration of residential dwellings in a neighborhood setting within the Central Area.

Also within this area there are many properties classified as either a Boarding Home, Adult Residential Facility, Group Home, or Drug-Alcohol Facility. Though these are specialized uses, they have the appearance of a multiple-family structure and use. These uses are primarily located on the Fulton or Van Ness corridors inter-mixed within the single-family dwellings, and scattered office and commercial developments.

Strip office and commercial developments are prevalent along Divisadero, Abby, Broadway, Blackstone, Belmont, Fulton, and Van Ness and are characterized by service storefronts, specialty goods stores, fast food restaurants, automotive sales lots, and a host of auto related services.

The major landmarks north of Divisadero Street are Lowell Elementary School, located on North Poplar Avenue, and Dickey Playground, located on the northwest corner of Blackstone and Divisadero.

South of Divisadero Street

The area south of Divisadero Street is characterized by a more intense range of commercial, office, industrial, and government facilities, and to a lesser extent, residential land uses.

Industrial uses are primarily located in the southwest portion of the Fulton/Lowell Area, west of Broadway. This area contains older warehouse structures that are used as offices,

EXISTING LAND USE
(Net Acres)*
FULTON/LOWELL AREA
1994

| LAND USE DESIGNATION | EXISTING LAND USE | |
|--|-------------------|-------|
| | ACRES | % |
| RESIDENTIAL: | | |
| SINGLE FAMILY RESIDENTIAL: | | |
| Low Density: | 12.2 | 3.6 |
| Medium Low Density: | 37.5 | 11.1 |
| MULTIPLE FAMILY RESIDENTIAL: | | |
| Medium High Density: | 17.2 | 5.1 |
| High Density: | 33.0 | 9.7 |
| TOTAL: | 99.9 | 29.5 |
| PROFESSIONAL SERVICE/OFFICE:** | 31.3 | 9.2 |
| COMMERCIAL: | | |
| Neighborhood Commercial: | 0.2 | 0.1 |
| General and Heavy Commercial: | 82.8 | 24.3 |
| Parking: | 1.4 | 0.4 |
| TOTAL: | 84.4 | 24.9 |
| INDUSTRIAL: | | |
| Light Industrial: | 46.3 | 13.6 |
| Railroad: | 5.7 | 1.7 |
| TOTAL: | 52.0 | 15.3 |
| PUBLIC AND QUASI-PUBLIC FACILITY: | | |
| Public Facility: | 37.4 | 11.0 |
| Church: | 5.6 | 1.6 |
| Schools: | 5.3 | 1.6 |
| Freeway: | 1.6 | 0.5 |
| TOTAL: | 49.9 | 14.7 |
| PUBLIC PARKS AND OPEN SPACE: | 2.0 | 0.6 |
| VACANT LAND: | 19.6 | 5.8 |
| TOTAL NET ACRES: | 339.1 | 100.0 |

Note: Because of rounding, land use percentages may not add up to 100%.

* Net acreage figures are calculated from parcels and as such do not include streets and alleyways.

** Includes hospital use.

Source: Development Department, City of Fresno.

businesses, storage facilities, automotive repair and body work garages, and industrial manufacturing with unscreened storage. The transitional or changing nature of the area is characterized by the many underutilized properties, vacant structures and vacant parcels of land.

Government facilities are prominent in the southeast section of the Fulton/Lowell Area including the County Courthouse, Hall of Records, Fresno City Police and County Sheriff's Department; County Library, Fresno Unified School District Offices, State and Federal office buildings, and the main Jail facilities. This area has been identified as the "Government Center" in the City of Fresno and land uses have been planned accordingly to address this designation.

The Fulton and Van Ness Corridors, from Tuolumne Street north, is a developing entertainment and cultural arts district centered upon the Warnors Theater, Wilson Theater, the Fresno Metropolitan Museum, a host of smaller museums and theaters and Valley Public Television (KVPT Channel 18). This area, in association with the Fulton Mall, has been identified as the primary center for entertainment and the cultural arts (activities) in the Central Area which has influenced planning and the existing land uses that reflect this prominence.

A potential historic district ("L" Street Historic District) has been identified through the renovation of local historically significant residential structures on "L" Street between Amador and San Joaquin Streets. These local historic structures will provide a unique opportunity for residential or office uses in the area.

The remainder of the Fulton Area contains a mixture of commercial and office uses. A number of religious institutions exist at "N" and Calaveras Street. In addition, there are over 30 properties that are used for parking purposes only. Despite the appearance of vacant commercial buildings, their re-use or possible conversion is essential to the emergence of the Fulton/Lowell Area.

Population Characteristics and Economic Profile

Population Growth

Data derived from the 1980 and 1990 U.S. Census indicates population counts for the Fulton/Lowell of 4,612 and 7,728 respectively (see Table 1). Based on these counts, the average annual population growth rate within the area was 5.3 percent during the 10-year period. The Fulton/Lowell Area's robust growth rate compares similarly with other areas within the City where higher birth rates and the influx of minority populations have been the major causes of population gain. This phenomena has occurred primarily in the inner city area of Fresno--the portion of the City that is south of Shields Avenue. Since the 1990 Census, in-migration to the Fresno area has slowed down. Correspondingly, within the Area, it can be reasonably assumed that a reduction in the population growth rate has occurred as well.

POPULATION AND ETHNICITY DATA
FULTON/LOWELL AREA AND CITY OF FRESNO
1980 -- 1990

| MAJOR RACIAL/ ETHNIC CATEGORIES* | 1980 | | | | | | 1990 | | | | | | 1980 -- 1990 POPULATION GAIN / DECLINE | | | |
|-------------------------------------|-------------------|------|--|----------------|------|--|--------------------|------|--|----------------|------|--|--|---------|----------------|--------|
| | FULTON/LOWELL ARE | | | CITY OF FRESNO | | | FULTON/LOWELL AREA | | | CITY OF FRESNO | | | FULTON/LOWELL AREA | | CITY OF FRESNO | |
| | # | % | | # | % | | # | % | | # | % | | # | % GAIN | # | % GAIN |
| WHITE | 2,573 | 55.8 | | 155,887 | 71.7 | | 2,293 | 29.7 | | 209,604 | 59.2 | | (280) | (10.9) | 53,717 | 34.0 |
| AFRICAN- AMERICAN | 524 | 11.4 | | 20,584 | 9.5 | | 805 | 10.4 | | 29,409 | 8.3 | | 281 | 53.6 | 8,825 | 42.9 |
| AMERICAN INDIAN, ESKIMO, ALEUT | 79 | 1.7 | | 2,089 | 1.0 | | 84 | 1.1 | | 3,729 | 1.1 | | 5 | 6.3 | 1,640 | 78.5 |
| ASIAN AND PAC. ISL. | 93 | 2.0 | | 6,087 | 2.8 | | 1,361 | 17.6 | | 44,358 | 12.5 | | 1,268 | 1,363.0 | 38,271 | 628.7 |
| OTHER | 1,343 | 29.1 | | 32,699 | 15.0 | | 3,185 | 41.2 | | 67,102 | 18.9 | | 1,842 | 137.2 | 34,403 | 105.2 |
| SPANISH ORIGIN** | 2,134 | 46.3 | | 51,287 | 23.6 | | 4,205 | 54.4 | | 105,787 | 29.9 | | 2,071 | 97.0 | 54,500 | 106.3 |
| TOTAL | 4,612 | | | 217,346 | | | 7,728 | | | 354,202 | | | 3,116 | 67.6 | 136,856 | 63.0 |

NOTE: 1980 City of Fresno data has been estimated by Development Department staff in accordance with corrected population counts provided by U.S. Bureau of Census.

* People of "Spanish Origin" may be included in all of the racial/ethnic groups.

** Only people claiming "Spanish Origin" are included in this ethnic category.

Source: 1980, 1990 U.S. Census

Racial/Ethnicity and Demographic Characteristics

At the time the 1980 census was taken, persons identified as "White" represented 55.8 percent of the area's population (see Table 1). By 1990, persons identifying with this group had declined to 29.7 percent of the population. Conversely, persons identifying with minority racial groups gained well over 50 percent of the population. Most notably, in terms of numbers, the ethnic group of persons claiming "Spanish Origin" increased more than any other racial/ethnic group, followed by persons who claimed "Asian and Pacific Islander" affiliation. However, in terms of percentage gain, the "Asian and Pacific Islander" group had the greatest gain between 1980 and 1990. The influx of Southeast Asians into the Fulton/Lowell accounted for a large portion of this gain.

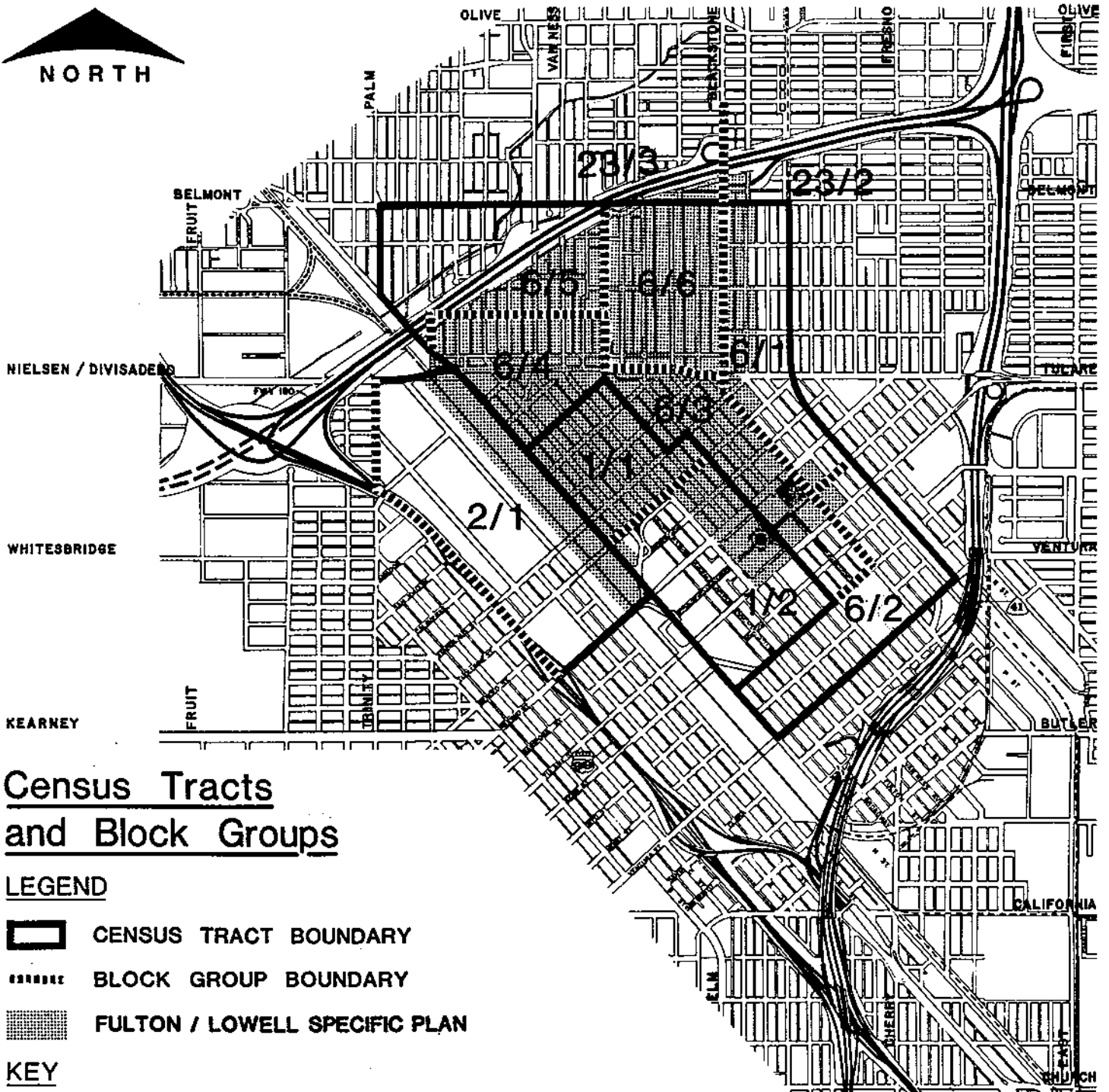
Table 2 through Table 6 provides census information at the census block group level (see Exhibit No. 5). As indicated by the exhibit, the block group boundaries differ somewhat from the boundary of the Fulton/Lowell Area. Nevertheless, block group data has been included where concise block level data is unavailable. Relative to the tables mentioned above, the socio-economic characteristics of the Fulton/Lowell Area can be approximated if percentages rather than absolute numbers are used as a reference.

An age breakdown of the Fulton/Lowell Area population indicates that within most of the block groups covering the Area, the "30-64 years" of age category had the largest number of persons (see Table 2). The percentages ranged from a low of 25.9 percent of the population of Block Group 1, Census Tract 6, to a high of 50 percent in Block Group 2 of the same tract. It should be noted that this age category contains the largest age span of all other categories. Most of the City of Fresno's populace fell within this age category as well.

The second highest percentage for most block groups was the "18-29 years" of age category. These percentages ranged from a low of 14.9 percent within Block Group 3, Census Tract 6, to a high of 48.2 percent in Block Group 2, Census Tract 1. Comparable data for the City of Fresno indicates that the second largest population group was in the "5-17 year" age category. Because the Fresno County Jail facility--located in the Fulton/Lowell Area--houses a population that disproportionately falls within the "18-29 years" category, it can be assumed the Fulton/Lowell Area age percentages would approximate the City's if the Jail's population is excluded.




Education, Income, and Poverty Status

Within each of the block groups covering the Fulton/Lowell Area, the percentages of the population 25 years and older with a high school degree only or its equivalence were all lower than the City's percentage (see Table 3). The lowest percent found in Block Group 1, Census Tract 1 was approximately 12.9 percentage points lower than the 21.2 percent indicated for the City. The smallest percent difference was found in Block Group 5, Census Tract 6. Likewise, in most instances, the block groups covering the Area had lower percentages in categories involving various levels of college education than corresponding City percentages. In general, it can be assumed the education level of persons residing in the Fulton/Lowell Area is significantly lower than the City's overall level.

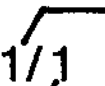



Census Tracts and Block Groups

LEGEND

-  CENSUS TRACT BOUNDARY
-  BLOCK GROUP BOUNDARY
-  FULTON / LOWELL SPECIFIC PLAN

KEY

-  FIRST NUMBER INDICATES CENSUS TRACT NUMBER
-  SECOND NUMBER INDICATES BLOCK GROUP NUMBER

Source : U.S. Department of Commerce / Bureau of the Census, 1990

AGE BREAKDOWN
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| CENSUS TRACT/ BLOCK GROUP | LESS THAN 5 YRS. | | 5-17 YRS. | | 18-29 YRS. | | 30-64 YRS. | | 65 YRS. AND UP | |
|------------------------------|---------------------|------|-----------|------|------------|------|------------|------|-------------------|------|
| | # | % | # | % | # | % | # | % | # | % |
| CENSUS TRACT 1 | | | | | | | | | | |
| Block Group 1 | 4 | 6.2 | 11 | 16.9 | 12 | 18.5 | 29 | 44.6 | 9 | 13.8 |
| Block Group 2* | 2 | 0.1 | 2 | 0.1 | 1,064 | 48.2 | 928 | 42.0 | 211 | 9.6 |
| CENSUS TRACT 6 | | | | | | | | | | |
| Block Group 1 | 176 | 15.6 | 332 | 29.5 | 267 | 23.7 | 291 | 25.9 | 59 | 5.2 |
| Block Group 2 | 0 | 0 | 0 | 0 | 5 | 22.7 | 11 | 50.0 | 6 | 27.3 |
| Block Group 3 | 15 | 3.6 | 20 | 4.8 | 62 | 14.9 | 108 | 26.0 | 211 | 50.7 |
| Block Group 4 | 194 | 14.8 | 245 | 18.7 | 311 | 23.8 | 358 | 27.3 | 201 | 15.4 |
| Block Group 5 | 173 | 11.8 | 322 | 21.9 | 351 | 23.9 | 499 | 34.0 | 122 | 8.3 |
| Block Group 6 | 626 | 17.5 | 1,097 | 30.7 | 806 | 22.6 | 929 | 26.0 | 113 | 3.2 |
| TOTAL | 1,190 | 11.7 | 2,029 | 19.9 | 2,878 | 28.3 | 3,153 | 31.0 | 932 | 9.2 |
| | | | | | | | | | | |
| CITY OF FRESNO | 35,539 | 10.0 | 76,888 | 21.7 | 75,138 | 21.2 | 130,833 | 36.9 | 35,804 | 10.1 |

Note: Because of rounding, percentages may not add up to 100%.

* Includes Fresno County Jail Facilities.

Source: 1990 U.S. Census

TABLE 2

EDUCATIONAL ATTAINMENT LEVEL
(Persons 25 Yrs. and Over)
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| EDUCATION LEVEL | | | | | | | | | | | | | | | | |
|--|------------------------|-------|-------------------------------------|------|---|------|-----------------------------|------|-----------------------|-----|---------------------|------|------------------------------|-----|--|--|
| CENSUS TRACT/ BLOCK GROUP | COLLEGE | | | | | | | | | | | | | | | |
| | LESS THAN 9TH GRADE | | GRADES 9TH TO 12TH NO DIPLOMA | | HIGH SCH. WITH DIPLOMA (OR EQUIVALENCY) | | SOME COLLEGE (NO DEGREE) | | ASSOC. ARTS DEGREE | | BACHELORS DEGREE | | GRADUATE AND PROF. DEGREE | | | |
| | PERSONS | % | PERSONS | % | PERSONS | % | PERSONS | % | PERSONS | % | PERSONS | % | PERSONS | % | | |
| CENSUS TRACT 1 Block Group 1 Block Group 2 | 25 | 69.4 | 8 | 22.2 | 3 | 8.3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | |
| | 475 | 25.9 | 601 | 32.8 | 341 | 18.6 | 270 | 14.7 | 77 | 4.2 | 63 | 3.4 | 8 | 0.4 | | |
| | | | | | | | | | | | | | | | | |
| CENSUS TRACT 6 Block Group 1 Block Group 2 Block Group 3 Block Group 4 Block Group 5 Block Group 6 | 310 | 63.7 | 102 | 20.9 | 18 | 3.7 | 30 | 6.2 | 16 | 3.3 | 11 | 2.3 | 0 | 0 | | |
| | 17 | 100.0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | |
| | 125 | 37.0 | 42 | 12.4 | 39 | 11.5 | 75 | 22.2 | 30 | 8.9 | 7 | 2.1 | 20 | 5.9 | | |
| | 334 | 40.6 | 260 | 31.6 | 92 | 11.2 | 92 | 11.2 | 0 | 0 | 32 | 3.9 | 12 | 1.5 | | |
| | 241 | 33.6 | 131 | 18.2 | 144 | 20.1 | 141 | 19.6 | 26 | 3.6 | 26 | 3.6 | 9 | 1.3 | | |
| | 715 | 55.4 | 245 | 19.0 | 124 | 9.6 | 82 | 6.4 | 66 | 5.1 | 26 | 2.0 | 33 | 2.6 | | |
| TOTAL | 2,242 | 40.5 | 1,389 | 25.1 | 761 | 13.7 | 690 | 12.5 | 215 | 3.9 | 165 | 3.0 | 82 | 1.5 | | |
| | | | | | | | | | | | | | | | | |
| CITY OF FRESNO | 34,827 | 14.4 | 40,709 | 16.8 | 51,203 | 21.2 | 56,357 | 23.3 | 18,023 | 7.5 | 29,333 | 12.1 | 11,356 | 4.7 | | |

Note: Because of rounding, percentages may not add up to 100%.

Source: 1990 U.S. Census

As might be expected from the education level data, the 1989 median household incomes reported for all of the block groups were significantly lower than the citywide median of \$24,923 reported for the same year (see Table 4). For example, Block Group 1 of Census Tract 1 had the lowest median at 79.8 percent of the City's median, whereas the highest area median was reported for Block Group 3 of Census Tract 6, at 84.6 percent of the City's median.

Poverty data from the U.S. Census is based on a poverty definition prescribed by the Office of Management and Budget. Poverty thresholds by family size are revised annually to account for changes in the cost of living as reflected by the Consumer Price Index. Based on the number of persons for whom poverty status was determined during the taking of the 1990 Census, approximately 24 percent of the City of Fresno's population (derived from reported 1989 earnings) were below the poverty level. Relative to the Fulton/Lowell Area, all of the block groups, except Block Group 3 in Census Tract 6, had a higher percentage of persons below poverty level than the percentage indicated for the City (see Table 5).

Moreover, except for Block Group 3 of Census Tract 6, the percentages of people with incomes below poverty had significantly increased within block groups covering the Fulton/Lowell Area as indicated by a comparison of 1980 and 1990 Census data. The percentage increase in the level of poverty within the Fulton/Lowell Area between 1980 and 1990 exceeds the citywide increase over this same time period by a wide margin. The rise in the level of poverty associated with an inner-city area of Fresno is typical of the decline that has taken place in most inner-city areas throughout the Country.

Housing Characteristics

Multiple-family dwelling units (apartment units) are the most prominent housing type in the Fulton/Lowell Area as evidenced by the 1990 Census data presented on Table 6. A record of the finalized residential permit activity occurring from 1987 to 1994--discussed in the next section of this profile--shows the trend continuing.

The number of occupied housing units within the Fulton/Lowell Area decreased between 1980 and 1990 (see Table 7). Owner-occupied housing declined the most from 13.8 percent of total occupied housing stock in 1980 to 11.4 percent in 1990--a 2.4 percent decline. During this period, the City of Fresno experienced a 5.7 percent decline in owner-occupied housing stock.

Although there was a decline in the number of renter-occupied units within the Fulton/Lowell Area the percentage share of housing units within this category increased. During the 1980s, rental housing for the City as a whole increased as well.

Construction Activity 1987--1994

The vitality of commercial areas can be indirectly assessed by determining the amount and type of construction activity that has occurred over a period of time. For example, businesses that are expanding will often alter or increase the square footage of their facilities.

HOUSEHOLD INCOME
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
1989

| HOUSEHOLD INCOME CATEGORIES | | | | | | | | | | | | | | | | | | | | | 1989 MEDIAN HOUSEHOLD INCOME |
|---------------------------------|---|-----------------------|------|-------------------------|------|-------------------------|------|-------------------------|------|-------------------------|------|-------------------------|------|-------------------------|------|-------------|------|--------|-----|---------|---------------------------------------|
| \$ 0- \$ 4,999 | | \$ 5,000- \$ 9,999 | | \$ 10,000- \$ 14,999 | | \$ 15,000- \$ 24,999 | | \$ 25,000- \$ 34,999 | | \$ 35,000- \$ 49,999 | | \$ 50,000- \$ 74,999 | | \$ 75,000- \$ 99,999 | | \$ 100,000+ | | | | | |
| HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | HOUSEHOLDS | | INCOME | | | |
| # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % | \$ | | | |
| | | | | | | | | | | | | | | | | | | | | | |
| CENSUS TRACT 1 Block Group 1 | | 19 | 46.3 | 22 | 53.7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5,039 | | | |
| Block Group 2 | | 57 | 15.2 | 266 | 71.1 | 33 | 8.8 | 18 | 4.8 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6,108 | | | |
| | | | | | | | | | | | | | | | | | | | | | |
| CENSUS TRACT 6 | | 22 | 8.3 | 102 | 38.6 | 66 | 25.0 | 70 | 26.5 | 0 | 0 | 4 | 1.5 | 0 | 0 | 0 | 0 | 10,513 | | | |
| Block Group 1 | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | | |
| Block Group 2 | | 0 | 0 | 32 | 36.8 | 8 | 9.2 | 8 | 9.2 | 19 | 21.8 | 0 | 0 | 0 | 0 | 10 | 11.5 | 21,094 | | | |
| Block Group 3 | | 105 | 17.6 | 257 | 43.0 | 105 | 17.6 | 80 | 15.1 | 31 | 5.2 | 9 | 1.5 | 0 | 0 | 0 | 0 | 7,990 | | | |
| Block Group 4 | | 28 | 7.4 | 89 | 23.5 | 89 | 23.5 | 96 | 25.3 | 25 | 6.6 | 24 | 6.3 | 20 | 5.3 | 8 | 2.1 | 13,527 | | | |
| Block Group 5 | | 94 | 10.8 | 246 | 28.3 | 262 | 30.2 | 168 | 19.4 | 59 | 6.8 | 33 | 3.8 | 6 | 0.7 | 0 | 0 | 11,230 | | | |
| Block Group 6 | | | | | | | | | | | | | | | | | | | | | |
| TOTAL | | 325 | 12.5 | 1,014 | 38.9 | 563 | 21.6 | 450 | 17.2 | 134 | 5.1 | 70 | 2.7 | 26 | 1.0 | 18 | 0.7 | 10 | 0.4 | 9,832 * | |
| | | | | | | | | | | | | | | | | | | | | | |
| CITY OF FRESNO | | 7,473 | 6.1 | 15,851 | 13.0 | 13,773 | 11.3 | 24,118 | 19.8 | 19,246 | 15.8 | 19,637 | 16.1 | 13,825 | 11.3 | 4,500 | 3.7 | 3,690 | 3.0 | 24,923 | |

Note: Because of rounding, percentages may not add up to 100%.

* Total 1989 median household income estimated by City of Fresno Development Dept. staff.

Source: 1990 U.S. Census

POPULATION BELOW POVERTY
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
1979, 1989

| CENSUS TRACT/ BLOCK GROUP | 1979 | | | 1989 | | |
|------------------------------|-------------|--------------------------------|----------------------------------|-------------|--------------------------------|----------------------------------|
| | POPULATION* | POPULATION BELOW POVERTY | % POPULATION BELOW POVERTY | POPULATION* | POPULATION BELOW POVERTY | % POPULATION BELOW POVERTY |
| CENSUS TRACT 1 | | | | | | |
| Block Group 1 | 51 | 20 | 39.2 | 52 | 46 | 88.5 |
| Block Group 2 | 654 | 78 | 11.9 | 408 | 101 | 24.8 |
| CENSUS TRACT 6 | | | | | | |
| Block Group 1 | 712 | 290 | 40.7 | 1,193 | 811 | 68.0 |
| Block Group 2 | 169 | 31 | 18.3 | 17 | 17 | 100.0 |
| Block Group 3 | 205 | 128 | 62.4 | 189 | 31 | 16.4 |
| Block Group 4 | 829 | 294 | 35.5 | 1,273 | 582 | 45.7 |
| Block Group 5 | 1,357 | 385 | 28.4 | 1,345 | 798 | 59.3 |
| Block Group 6 | 2,221 | 874 | 39.4 | 3,518 | 2,085 | 59.3 |
| TOTAL | 6,198 | 2,100 | 33.9 | 7,995 | 4,471 | 55.9 |
| | | | | | | |
| CITY OF FRESNO | 212,286 | 33,296 | 15.7 | 345,742 | 83,108 | 24.0 |

Note: Because of rounding, percentages may not add up to 100%.

* "Population" is defined as the universe of persons for whom poverty status was determined and not total population.

Source: 1980, 1990 U.S. Census

TABLE 5

HOUSING UNITS BY TYPE
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| CENSUS TRACT/ BLOCK GROUP | HOUSING UNIT TYPE | | | | | | | | | | |
|------------------------------|---------------------------|----------------|--------------------------|-----------------|--------------------------|--------------|--------------------------|--------|--------------------------|---------|----------------------|
| | TOTAL HOUSING UNITS | SINGLE FAMILY* | | MULTIPLE FAMILY | | | | MOBILE | | OTHER** | |
| | | # | % OF TOTAL HOUSING | 2-4 UNITS | | 5 PLUS UNITS | | HOMES | | # | % OF TOT. HOUSING |
| | | | | # | % OF TOTAL HOUSING | # | % OF TOTAL HOUSING | # | % OF TOTAL HOUSING | | |
| CENSUS TRACT 1 | | | | | | | | | | | |
| Block Group 1 | 58 | 3 | 5.2 | 1 | 1.7 | 54 | 93.1 | 0 | 0 | 0 | 0 |
| Block Group 2 | 439 | 2 | 0.5 | 3 | 0.7 | 400 | 91.1 | 0 | 0 | 34 | 7.7 |
| CENSUS TRACT 6 | | | | | | | | | | | |
| Block Group 1 | 308 | 105 | 34.0 | 117 | 38.0 | 80 | 26.0 | 3 | 1.0 | 3 | 1.0 |
| Block Group 2 | 2 | 0 | 0 | 1 | 50.0 | 1 | 50.0 | 0 | 0 | 0 | 0 |
| Block Group 3 | 93 | 19 | 20.4 | 16 | 17.2 | 56 | 60.2 | 0 | 0 | 2 | 2.2 |
| Block Group 4 | 513 | 85 | 16.6 | 101 | 19.7 | 318 | 62.0 | 0 | 0 | 9 | 1.7 |
| Block Group 5 | 493 | 223 | 45.2 | 139 | 28.2 | 113 | 22.9 | 0 | 0 | 18 | 3.7 |
| Block Group 6 | 916 | 238 | 26.0 | 327 | 35.7 | 339 | 37.0 | 1 | 0.1 | 11 | 1.2 |
| TOTAL | 2,822 | 675 | 23.9 | 705 | 25.0 | 1,361 | 48.3 | 4 | 0.1 | 77 | 2.7 |
| | | | | | | | | | | | |
| CITY OF FRESNO | 129,404 | 75,529 | 58.4 | 15,812 | 12.2 | 32,846 | 25.4 | 3,711 | 2.9 | 1,506 | 1.1 |

Note: Because of rounding, percentages may not add up to 100%.

* Includes attached and detached single family housing units.

** Includes house boats, tents, vans etc.

Source: 1990 U.S. Census

TABLE 6

TOTAL HOUSING UNITS, OCCUPIED HOUSING UNITS
FULTON/LOWELL AREA AND CITY OF FRESNO
1980, 1990

| HOUSING CATEGORY | FULTON/LOWELL AREA | | | | CITY OF FRESNO | | | |
|----------------------|--------------------|------|-------|------|----------------|------|---------|------|
| | 1980 | | 1990 | | 1980 | | 1990 | |
| | # | % | # | % | # | % | # | % |
| TOTAL HOUSING UNITS* | NA | | 1,769 | | 88,444 | | 129,404 | |
| YEAR-ROUND HU'S** | 1,884 | NA | NA | NA | | | | |
| TOTAL VACANT HU'S | NA | NA | 162 | 9.2 | 6,580 | 7.4 | 7,597 | 5.9 |
| OCCUPIED HU'S | 1,681 | NA | 1,607 | 90.8 | 81,714 | 92.4 | 121,807 | 94.1 |
| Owner occupied | 232 | 13.8 | 183 | 11.4 | 44,077 | 53.9 | 58,740 | 48.2 |
| Renter occupied | 1,449 | 86.2 | 1,424 | 88.6 | 37,637 | 46.1 | 63,067 | 51.8 |

Note: 1980 City of Fresno data has been estimated by Development Department staff in accordance with corrected housing data provided by U.S. Bureau of Census.

Because of rounding, percentages may not add up to 100%.

* Total housing units include year-round housing and vacant seasonal and migratory housing.

** Only occupied units plus vacant units intended for year-round use are included in this category.

Source: 1980, 1990 U.S. Census

TABLE 7

Moreover, the construction of new facilities occurs as businesses locate in areas that are perceived to be conducive to selling their goods and services. A review of building permits from 1987 through 1994 indicates a low level of new non-residential construction has taken place in the Fulton/Lowell Area (see Table 8).

Most of the new building construction for non-residential uses occurred during the 1987--1988 time period. Nevertheless, there was a modest level of construction activity in the form of additions, alterations, improvements, and repair work that took place in the area. Relative to the time span provided by Table 8, the largest number of permits for this type of activity occurred during the 1991-1992 period. These permits were primarily used to renovate buildings in the portion of the Fulton Lowell Area south of Divisadero--a subarea where most of the non-residential structures are located.

Although a limited number of single-family residences were constructed within the Fulton/Lowell Area, most of the new building construction was oriented toward multiple-family--construction that occurred during the 1987-1988 time period. However, a significant number of single-family residences and some multiple-family units have been removed from the area during this same time period. Additional tables describing household and housing characteristics are provided in the appendix to this document.

FINALIZED BUILDING PERMIT ACTIVITY
FULTON LOWELL AREA
1987--1994

| BUILDING ACTIVITY TYPE | 1987--1988 | | | | 1989--1990 | | | | 1991--1992 | | | | 1993--1994 | | | |
|--------------------------------|------------|---------|------------|--|------------|---------|------------|--|------------|---------|-------------|--|------------|---------|------------|--|
| | UNITS | PERMITS | VALUATIONS | | UNITS | PERMITS | VALUATIONS | | UNITS | PERMITS | VALUATIONS | | UNITS | PERMITS | VALUATIONS | |
| RESIDENTIAL | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| NEW BUILDINGS | | | | | | | | | | | | | | | | |
| Single Family | | | | | | | | | | | | | | | | |
| Multiple Family | 19 | 2 | \$380,000 | | 5 | 5 | \$208,000 | | | | | | 1 | 1 | \$20,500 | |
| DEMOLITIONS | | | | | | | | | | | | | | | | |
| Single Family | 14 | 14 | | | 2 | 2 | | | 8 | 8 | | | 4 | 4 | | |
| Multiple Family | 4 | 3 | | | | | | | 7 | 3 | | | | | | |
| COMMERCIAL AND INDUSTRIAL | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| NEW BUILDINGS | 3 | 3 | \$329,000 | | 1 | 1 | \$150,000 | | 1 | 1 | \$99,500 | | | | | |
| ADDITIONS, IMPROVEMENTS, ETC.* | | 12 | \$544,284 | | | 7 | \$296,685 | | | 15 | \$1,166,860 | | | 9 | \$703,000 | |
| MOVING (RELOCATIONS) | | | | | | | | | | | | | | | | |
| DEMOLITIONS | | | | | 1 | 1 | | | 5 | 5 | | | 2 | 2 | | |
| PUBLIC AND QUASI-PUBLIC** | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| NEW BUILDINGS | | | | | | | | | | | | | | | | |
| ADDITIONS, IMPROVEMENTS, ETC. | | 2 | \$41,500 | | | | | | | 4 | \$14,000 | | | | | |
| MOVING (RELOCATIONS) | | | | | | | | | | | | | | | | |
| DEMOLITIONS | | | | | | | | | | | | | | | | |

* Includes additions, renewals, repair, tenant improvements, etc.

** Includes public facilities as well as quasi-public uses such as churches, etc.

3.0 LAND USE

OVERVIEW OF LAND USE PLAN

The Land Use Plan is the primary means for identifying the proposed distribution, location, and intensity of land utilization for housing, business, industry, public facilities, and open space. The Land Use Plan Map, in conjunction with the sub-elements that provide goals, policies, and implementation actions, provides the Plan's requirements for all land uses (see Exhibit No. 6).

The Land Use Plan provides a comprehensive range of land use designations that take into account the limitations from the existing built-up environment, present land use trends, and an optimistic vision for shaping a compatible arrangement of residential, commercial, mixed use, cultural/entertainment, government, industrial, and parks and open space land uses. The Land Use Plan is intended to build upon present investments, not rely upon major changes to the existing environment, utilize sound principles of conservation and preservation, yet allow suitable opportunities for new growth and investments.

The major emphasis of the Land Use Plan is based upon four key strategies--a renewed emphasis on single-family housing, a flexible, mixed use approach for accommodating new developments without impacting sound existing developments, a major emphasis on accommodating a full range of cultural arts and entertainment uses, and further expansion and retention of government facilities.

The first key, strategy of the Plan, involves the return of single-family residential land use as the predominant residential land use. This is the "heart" of the Plan in the Lowell Area north of Divisadero, and represents a commitment to retain and expand single-family land uses, promoting them as the first preference for residential uses. The emphasis on improving the single-family environment in the Lowell Area has already been started. Pursuant to a recommendation of the Ratkovich Report, in June of 1994, the City Council adopted, a major rezoning application that changed 294 parcels from a variety of multi-family and commercial zoning to single-family (R-1) zoning (see Exhibit No. 7). The rezoning program involved land that was already developed with single-family residences as well as vacant land that was planned for a residential use. As a result, single-family residential land uses currently represent approximately 60 percent of the existing residential land uses in the Fulton/Lowell Area. To further strengthen this new commitment to single-family uses, the Plan restricts the amount of multiple-family residential land uses to the current level, which represents forty percent of the residential lots in the single-family residential areas. Any future multiple-family development in these areas would only occur as a result of attrition, as replacements or upgrades for any multiple-family units that were lost due to natural causes or the need to upgrade existing developments. All new multiple-family development will be restricted to a compatible zone within the mixed use areas that are discussed in the following.

Another key strategy involves the use of a mixed use approach to reintroduce housing as a means for stabilizing the overall Planning Area and increasing the marketability of its business and cultural districts along with its neighborhoods. Mixing working, shopping, and living spaces in one building or complex of buildings is not new to downtown Fresno, but is an ancient idea that is getting a fresh treatment today in many downtowns. Cities welcome mixed-use projects because they bring opportunities for round-the-clock activity and a stabilizing residential character to otherwise underutilized business districts. Mixed use projects put housing, work, specialty shopping, and entertainment uses within convenient walking distance of each other, and offer a low-maintenance, high security lifestyle that is likely to appeal to young professionals, "empty-nesters," artists/craftsmen, and others.

The concept employed here is flexible and is as applicable to the more urban districts of the Planning Area where all the uses could be contained in a high-rise/mid-rise building, as it is to the lower density areas where a "village" concept involving individual buildings or clusters of single-story/low-rise buildings is more appropriate.

The corridors of mixed commercial, office, and residential land uses that currently exist on Belmont, Broadway, Fulton, Van Ness, and Divisadero have been designated for the lighter, less intense mixed use concept--Commercial/Mixed Use Level 1. This mixture of residential and nonresidential uses would be typical of those found in and around a neighborhood commercial center. Under this concept, residential and nonresidential uses can be mixed in a designated area and are allowed to be located in the same building or on the same lot. This approach recalls the "live above the store" arrangement that was very commonplace in downtown Fresno's early days. Residential units could be developed above or adjacent to commercial store-fronts or in their own multiple-story building.

The Level 1 mixed use designation will assist in the strengthening of the single-family residential market, creation of unique mixed use areas along major streets, and development of a transition buffer to protect the adjacent single-family residential areas. This designation is also consistent with the land use recommendations of the Tower District Specific Plan for the Fulton and Van Ness Corridors which are also located within the Fulton/Lowell Specific Plan Area (Exhibit No. 2).

The Commercial/Mixed Use Level 2 designation is a more intensive, more urban application of the mixed use concept that is employed in the remainder of the area south of Divisadero Street and along the Blackstone/Abby Corridor. The designation would allow residential and all nonresidential uses that are too intensive to be permitted in the Commercial/Mixed Use Level 1 areas. It is designed for the already built-up areas that contain the most diverse land uses and zoning. This concept is intended to enhance and build upon the energy of districts such as the emerging Cultural and Entertainment District. The concept is also intended to provide new life and opportunities to areas that have been stagnant due to obsolete facilities and weak markets such as the older industrial district along "H" Street and the Southern Pacific Railway. In this instance the Commercial/Mixed Use Level 2 designation would allow an artist to have a studio that contains both his residence and a place to display and sell his artworks. This would create a unique, nonaggressive environment that allows the interaction and coexistence of mutually reinforcing residential and nonresidential land uses.

The Government Facilities designation identifies the location of city, county, state, and federal government facilities in Fresno's Central Area Plan. It is also a land use concept that encourages the centralization and concentration of government facilities in one convenient (center) location. This is consistent with the recommendations of the adjacent Mariposa Project Urban Renewal Plan, the Convention Center Redevelopment Plan, the Central Area Community Plan, and as well as the Ratkovich Report's concept for the Campus District along the Merced Street alignment. Planning activities in the Central Area has reinforced the development of such projects as the Fifth Court of Appeals and encouraged its expansion. The government center concept has assisted in the in-fill and development of the area and it has generated interest from other governmental agencies for potential (future) site locations.

The Industrial designation is not a major feature in this Plan, it is primarily intended to only identify and acknowledge the location of the Southern Pacific Railroad's mainline track alignment, the existing Light Manufacturing and General Industrial zoning on the alignment, and the mixed land use characteristics of "H" Street. The frontage properties along "H" Street, between Divisadero and Fresno Streets, are recommended for a mixed use designation which will allow the area to be integrated into a unique residential/nonresidential environment where an industrial use can incorporate a residential function as part of the development. The existing Industrial Designation will only remain along the Southern Pacific Railroad's mainline tracks alignment.

RESIDENTIAL

Background

Residential land use in the Fulton/Lowell Area represents approximately 99.9 acres or 29.5 percent of the existing land use and is primarily concentrated north of Divisadero Street and west of Blackstone Avenue. The remainder of the planning area, south of Divisadero Street, contains scattered residential sites primarily multiple family. Except for Silvercrest Retirement Residence and Hope Manor (convalescent facilities), there are no major concentrations of residential units or structures in this area.

Residential uses north of Divisadero Street consists of both single-family and multiple-family residential uses and represents one-half of the primary residential area located in the "Downtown Area" bounded by Divisadero Street, Freeway 180, and Freeway 41. This area was the suburbs of Fresno in its infancy. The residential area in the Fulton/Lowell Plan is composed primarily of older architectural style residential dwellings in a urban neighborhood setting with a mixture of approximately 60 percent single-family and 40 percent multiple-family residential lots. Zoning in this area consisted of the R-2 (Low Density), R-3 (Medium Density), and R-4 (High Density) Multiple-Family Residential Districts until the City initiated rezoning in 1994, where approximately 294 lots were rezoned to R-1 Medium Density Single-Family Residential. The R-1 Rezoning was in accordance with the Ratkovich Urban Design Strategy and the multiple-family zoned lots that were included in the rezoning were either vacant or contained a single-family dwelling.

This area has experienced more than its share of transitional housing and land use problems associated with the growth and urbanization of Fresno. Although the area has a "salt and

pepper" mix of single-family and multiple-family residential uses, there is still a strong single-family identity in the area. Many of the residents wish to retain the single-family residential by restricting the acreage of multiple-family lots and promoting the re-establishment of a single-family environment in their neighborhoods.

Specific issues concerning residential land use are as follows:

- There is a need to promote single-family residential in the planning area and ensure its continued growth.
- There is a need to control the amount of multiple-family residential in the Fulton/Lowell Area to ensure the reestablishment of single-family residential.
- There is a need to monitor and restrict the number of single family residential dwelling conversions to multiple family residential.
- There is a need to develop a mix use zone which allows residential and nonresidential uses together in a unique, mutually reinforcing and compatible environment.
- There is a need to encourage in-fill of vacant lots, especially single-family residential, with structures from the same architectural period and vintage.
- There is a need to coordinate the code enforcement process to ensure that it is consistent, comprehensive, and sensitive to the neighborhood.
- There is a need to establish Property Development Standards to ensure comprehensive design and development.

Plan Approach

The reestablishment of single-family residential as the predominate land use in the residential areas and the mitigation of problems associated with this effort are the major emphasis of this plan. These were the key issues in the development of the Land Use Plan and the Residential Goal, Policies, and Implementation Actions for the Fulton/Lowell Specific Plan. The Land Use Plan designates three specific areas for single family residential with a density range of 4.99-10.37 units per acre. These areas are bounded by (smallest to the largest) Voorman Avenue, Roosevelt/Echo Alley, Freeway 180, and the Echo/Broadway Alley; Voorman Avenue, Broadway/Yosemite Alley, Freeway 180, Mildreda Avenue, and the Yosemite/Fulton Alley; Divisadero Street, Voorman Avenue, Van Ness/College Alley, Freeway 180, Belmont Avenue, San Pablo Avenue, Alignment one lot south of Belmont Avenue, Calaveras/Blackstone Alley, and Blackstone Avenue. These areas north of Divisadero Street provide the most suitable sites for single-family residential neighborhoods in the "Downtown Area." Their location between such major circulation routes as Divisadero, Blackstone, San Pablo, Fulton, Van Ness, and Belmont affords privacy, street identity, and relief from "through" traffic intrusions.

Although the Residential Designation prohibits new multiple-family residential in the promotion of single-family residential only in the areas north of Divisadero Street, it does allow existing multiple-family uses to remain but limited to 40 percent of the existing residential lots and replacement of only existing units in the case of natural disasters. New multiple-family residential developments that are permitted to maintain the multiple-family percentage quota are restricted to the Commercial/Mix Use designations with compatible zoning and a density limitation of 10.38-18.15 units per acre. All residential developments must be consistent and in compliance with the Goals, Policies, and Implementation Actions of the Fulton/Lowell Specific Plan, other applicable plans, or the regulations of the Fresno Zoning Ordinance, whichever is more restrictive. The Goal, Policies, and Implementation Actions developed for the residential section were designed to ensure the continued growth of single-family residential in the Fulton/Lowell Area.

Goal, Policies, and Implementation Actions

Goal

1. Provide a safe, positive, and attractive residential environment that encourages neighborhood pride, identity, and active involvement from both residents and property owners in the Fulton/Lowell Area.

Policy

- 1-1. Encourage retention and preservation of the existing housing stock.

Implementation Actions

- 1-1-1. Establish a pro-active/effective code enforcement program that is responsive to residents and property owners and enforces codes in a fair and consistent manner.
- 1-1-2. Provide incentives, through innovative neighborhood revitalization programs, that encourage resident and property owner participation in housing maintenance and rehabilitation.
- 1-1-3. Stabilize and strengthen the existing inventory of affordable housing through preservation and rehabilitation.
- 1-1-4. Promote the location of in-fill structures that are compatible (age, architectural design, and historic significance) with the existing neighborhoods.
- 1-1-5. Encourage coordination between neighborhood organizations and their liaison with the City of Fresno to ensure effective communication and implementation of public services.
- 1-1-6. Advocate the expansion of effective fire and crime prevention programs such as "Neighborhood Watch Programs."

Policy

- 1-2. Attract and encourage new residential investment and development options through continuous public/private clean-up, revitalization, and code enforcement programs.

Implementation Actions

- 1-2-1. Designate the residential area north of Divisadero Street for priority revitalization to improve existing infrastructure and encourage comprehensive planning.
- 1-2-2. Improve design of residential environments to provide such amenities as usable private/common open spaces and units with front porches oriented to street frontages.
- 1-2-3. Formulate Property Development Standards (similar to those in the Jefferson Redevelopment Plan) which ensure the development of a comprehensive residential environment that is reflective of architectural design concerns but is also "user friendly" for in-fill residential structures.
- 1-2-4. Promote subsidy programs for new residential developments and in-fill housing, particularly for owner occupants.
- 1-2-5. Encourage a long range partnership between the public and private sectors that is committed to development and revitalization.
- 1-2-6. Develop an "Information Brochure" that promotes the Fulton/Lowell Area and provides specific development information to assist potential developers.

Policy

- 1-3. Promote a higher percentage of single-family/owner-occupied dwellings in a comprehensive residential environment that limits residential densities for a quality urban living environment.

Implementation Actions

- 1-3-1. Promote single-family residential as the first land use preference in the residential areas north of Divisadero Street.
- 1-3-2. Restrict multiple-family residential to no more than 40 percent of the residential lots in the designated residential areas and limit new multiple-family developments to the Commercial/Mixed Use designations with compatible zoning and a density limitation of 10.38-18.15 units per acre.
- 1-3-3. Allow existing (legal) multiple-family structures to be rebuilt provided that the replacement units do not exceed the original number of units lost to a natural disaster.

- 1-3-4. Provide incentives for relocation within the area for current owner-occupants who are being displaced.
- 1-3-5. Encourage home ownership through financial incentive programs.
- 1-3-6. Reduce the over concentration of boarding houses (as defined in the Municipal Code, City of Fresno).
- 1-3-7. Prohibit residential conversion of single-family structures to multiple-family use.
- 1-3-8. Develop Property Development Standards to address residential conversions, i.e., Boarding House, Home Care Facility, Congregate Residence, etc.

Policy

- 1-4. Promote architectural compatibility through the establishment of design guidelines and a design review process for all residential developments.

Implementation Actions

- 1-4-1. Promote design as a vital element in planning and development.
- 1-4-2. Encourage architectural compatibility in all residential developments and in-fill structures.
- 1-4-3. Develop residential design guidelines and property development standards necessary to ensure preservation of historic character, architecture, and compatible building materials and fences.
- 1-4-4. Amendment Zoning Ordinance to include fences in residential areas as structures that requires a building permit.
- 1-4-5. Establish a Project Design Review Committee to review all new residential developments and any exterior residential structure alterations to ensure compliance with plan goals.

COMMERCIAL

Background

Commercial land use in the Fulton/Lowell Area consists of approximately 114 acres or 33.6 percent of the area's existing land use which represents all commercial uses including service and office trades. Commercial zones include the C-P Administrative and Professional Office District, C-4 Central Trading District, C-5 General Commercial District, and C-6 Heavy Commercial District. The C-4 Zone District is the largest consisting of 81.1 acres or 53 percent of the existing commercial zones in the planning area. It is a zone district that

is located exclusively in the "Downtown" Area from Divisadero Street south to Ventura Street. Except for a pocket of C-P zone on Divisadero Street, between M and N Streets, the remainder of the zone districts are the continuation of "strip zoning" from major streets that transverse the Fulton/Lowell Area. These include the C-5 zone on Broadway, Fulton, and Van Ness; the C-6 zone on Abby, Blackstone, and Belmont; and the C-P and C-4 zones on Divisadero Street.

Commercial demands in the Fulton/Lowell Area are unique due to the different characteristics of commercial patterns located north and south of Divisadero Street. On the north, commercial strips are the predominate commercial land use pattern that is located along major streets, encasing the designated residential areas. These commercial strips isolate adjacent residential neighborhoods while providing limited support services. They are primarily oriented to a multiple area or regional commercial market associated with the mobility and access provided by the major streets. The lack of neighborhood oriented commercial services in this area has created a void which was quickly filled by convenience stores and mobile vendors that transverse the neighborhoods doing business. This mobile commercial environment lacks identity and impacts adjacent neighborhoods by creating land use conflicts, fostering crime, increasing nonresidential traffic, and discouraging potential investments in adjacent areas.

These problems are also present in the commercial area south of Divisadero Street but to a lesser degree due to the amount and consistency of C-4 zoned properties and associated land uses located in this part of the Fulton/Lowell Area. This commercial area represents approximately one-half of the commercial/entertainment support area on the north end of the Fulton Mall and is a major part of the area known as the "Downtown" area. It is an emerging Cultural Arts and Entertainment District containing the Fresno Metropolitan Museum, International Trade Center (former PG&E building), Warnors Theater, Wilson Theater, Theatre 3, Valley Public Television (KVPT Channel 18), and associated banking and support businesses. Other activity centers include the Divisadero, M, Stanislaus, and Tuolumne Street corridors which contain a mixture of commercial and related uses.

Specific issues concerning commercial land use are as follows:

North of Divisadero Street

- There is a need to control and eliminate the problems associated with Convenience stores that fosters criminal activities.
- There is a need to address the crime in neighborhoods which discourages commercial investments.
- There is a need to establish a large (chain) grocery store in the area to stabilize the high cost of basic/staple foods and shopping opportunities.
- There is a need to recognize the ethnic diversity of the neighborhood and its specific commercial needs.

- There is a need to regulate private vendors doing business in neighborhoods and address the parking problems they create.
- There is a need to develop a commercial development theme which will provide an identity for the neighborhoods.

South of Divisadero Street

- There is a need to eliminate the perceptions of crime which is a primary factor that impacts commercial investments in the Fulton/Lowell area.
- There is a need to address at the problems of blight, confusing streets, vacant lots and buildings, and lack of convenient parking that discourage patrons from the Fulton/Lowell area.
- There is a need to establish a distinct historic district or architectural theme to reinforce the commercial identity of this part of the planning area.
- There is a need to develop a mixed use environment which provides development alternatives and maintains a population density to support after 5 p.m. activities in the Fulton/Lowell area.
- There is a need to address the one-way streets and traffic circulation in the area south of Divisadero Street to make it less confusing for new patrons.
- There is a need to promote a positive visual image and economic identity for the Fulton/Lowell Area and develop incentives for new developments.

Plan Approach

The commercial issues identified in this section relate to two different commercial environments located north and south of Divisadero Street. In the north environment, the issues specifically address the relationship and interaction of commercial strips and corridors with the residential neighborhoods they surround. In the south environment, they address the identity and service problems of an establish commercial area that is in transition. Although the two commercial environments are individual in nature, there is a common bond between the two environments when the overall commercial concept of the Fulton/Lowell Area is addressed. The Goal, Policies, and Implementation Actions in this section recognize the necessity to retain and enhance these commercial environments. They have been developed to enhance the overall commercial concept while addressing the specific problems of each commercial environment.

The Plan encourages the overall improvement of commercial uses in the Fulton/Lowell Area to ensure an urban retail environment that is unique, competitive, and neighborhood oriented. The plan promotes continued development and intensification of existing commercial areas and corridors with competitive commercial uses that emphasize the individual qualities, characteristics, and identity of each area. This will ensure the compatibility of commercial

uses and allow homogenous commercial environments on both sides of Divisadero Street. A retail environment that is sensitive to the needs of neighborhood residents, especially in the residential areas north of Divisadero Street, is recommended for Belmont Avenue, Broadway, Fulton Street, Van Ness Avenue, and Divisadero Street. Regulation of private street vendors and select commercial uses can also assist in the overall development of this environment.

In the Fulton/Lowell Area, specific commercial uses in the C-P, C-4, C-5, C-6, and C-C Zone Districts have been redefined into a more flexible arrangement with a more compatible range of uses and increased emphasis on aesthetics to ensure conformity with the Fulton/Lowell Specific Plan. Please refer to the appropriate Zone District in Appendix 2 to determine the appropriate status of the commercial use.

Further, a strong interactive partnership is recommended between area merchants and the public sector, especially the Police, to improve communication and crime prevention in the Fulton/Lowell Area. This would be a valuable asset to not only the Merchants but the neighborhood as well by providing a direct insight to the current crime trends and their best mitigation actions. Furthermore, the plan promotes the increase of business services and activities beyond 5 p.m. in the area south of Divisadero Street to encourage multiple (day and night) use of commercial properties and provide the opportunity for people to reclaim the streets.

The plan also supports the concepts and recommendations (including the Campus District) for the Fulton/Lowell commercial areas of both the Central Area Community Plan and the Ratkovich Urban Design Strategy. These concepts and recommendations will be encouraged (whenever possible) and incorporated into the development of property development standards, design guidelines, and mixed use ordinance for the Fulton/Lowell Area.

Goals, Policies, and Implementation Actions

Goal

2. Improve the vitality and diversity of businesses and commercial services in the Fulton/Lowell Area to ensure a unique, competitive, as well as a "neighborhood oriented" urban retail environment.

Policy

- 2-1. Promote development of competitive retail environments that are unique and reflective of the diversity and individual characteristics of the commercial areas and corridors.

Implementation Actions

- 2-1-1. Support existing businesses and commercial services, particularly those that enhance and expand the area's commercial identity.

- 2-1-2. Encourage commercial growth, especially diverse commercial uses that offer specialized goods and services.
- 2-1-3. Promote the image of commercial uses in pedestrian malls and pedestrian-oriented streets such as sidewalk cafes, small shops and other similar uses.
- 2-1-4. Establish and reinforce the identity and compatibility of commercial areas through proper zoning and enforcement of appropriate property development standards.

Policy

- 2-2. Develop a retail environment that is oriented to the specific needs of the residential neighborhoods, particularly north of Divisadero Street.

Implementation Actions

- 2-2-1. Support existing businesses and commercial services, particularly those that are neighborhood oriented which provide specific goods and services.
- 2-2-2. Recognize the ethnic diversity of the neighborhoods and support the intensification and expansion of existing commercial uses to include a broad range of users.
- 2-2-3. Promote development of specialty and ethnic stores and restaurants.
- 2-2-4. Develop an ordinance to appropriately regulate private vendor operations.
- 2-2-5. Determine feasibility of developing a "Vendor Park" that would allow a specific location and time for business in the residential neighborhoods.
- 2-2-6. Promote more sensitive and compatible businesses such as "bed and breakfast" facilities in commercial areas bordering residential neighborhoods.
- 2-2-7. Promote commercial developments that are homogenous and good neighbors to adjacent land uses, especially residential.
- 2-2-8. Provide incentives to attract large commercial developments that will respond to the area's ethnic diversity and offer basic goods and services at competitive prices.

Policy

- 2-3. Develop a stronger "interactive" partnership between area merchants and the public sector, especially the Police Department, to ensure a continuous positive attitude towards communication and crime prevention.

Implementation Actions

- 2-3-1. Encourage commercial developments to be aware of the present environment and take precautions not to contribute or promote the negative elements of the environment.
- 2-3-2. Develop property development standards that address businesses known to foster criminal activities and require implementation of specific crime prevention requirements such as public telephones at convenience stores that allow only outgoing calls.
- 2-3-3. Promote organization of merchants' crime prevention task forces to assist in developing and implementation of crime prevention programs.
- 2-3-4. Encourage better communication and coordination between merchants and residential groups to ensure a common bond for commercial and neighborhood development.

Policy

- 2-4. Increase land use activities beyond 5 p.m. in the areas south of Divisadero Street.

Implementation Actions

- 2-4-1. Encourage commercial uses that have hours and days beyond the usual eight to five and weekends.
- 2-4-2. Promote multiple (day and night) use of commercial properties such as office conference rooms becoming a meeting place for a neighborhood or a nonprofit organization after hours.
- 2-4-3. Increase the residential population in the area south of Divisadero Street through mixed use developments (residential and nonresidential uses on the same property).
- 2-4-4. Establish locations for community based organizations and educational facilities that provide public assistance, information, services, and educational programs.
- 2-4-5. Encourage and promote more community cultural and entertainment events in coordination with the many organizations in the area.

Policy

- 2-5. Coordinate implementation of the Commercial Element with all applicable adopted plans, especially the Tower District Specific Plan and Central Area Community Plan to ensure consistency.

Implementation Actions

- 2-5-1. Recognize that the identity of the commercial areas south of Divisadero Street are directly influenced by the commercial activities of adjacent areas in the Tower District and throughout the Central Area.

MIXED USE

Background

The mixed use concept is not a new concept. The approach used here was initially developed in conjunction with the formulation of the Central Area Community Plan, adopted by the Fresno City Council in July of 1989. Since then, versions of this concept have been embraced in both the Tower Specific Plan (1991) and the Ratkovich-Central Area Urban Design Strategy Final Plan (1992). The mixing of land use types is also not new to Fresno's land use regulations. Presently, the R-P and C-P Zone Districts allows mixed use developments with a Conditional Use Permit and the C-4 Zone District allows the broadest range of uses, including apartment hotels and multiple dwellings.

The mixed use concept was developed not as a way of rationalizing "ad hoc" development patterns, but as a unique feature that provides innovative, flexible development alternatives and unique living/working environments in response to the potentials of a diverse urban market that is not only the Fulton/Lowell Area but the entire "Downtown Area." It is an approach involving the integration of complementary land uses to create integrated working/living environments and permit more incentives for the development of properties.

In the Fulton/Lowell Area, the mixed use concept will enhance the integrity of the single-family neighborhoods north of Divisadero by creating a more flexible development zone for alternative land uses. In the area south of Divisadero, it will provide development incentives for properties located in areas of transition. The following attributes of a mixed-use approach addresses many of the current land use issues:

- Increases tenant or occupant convenience and security by bring complementary land uses (housing, offices, restaurants, shops, etc.) together in a building or complex of buildings.
- Allows the grouping together of different types of businesses (shops, restaurants, offices, museums, galleries, and parking facilities) whose hours of operations overlap, encouraging further concentration of activities, and attracting clients, shoppers, and visitors who will use facilities over different times of the day or week.
- Promotes the economic justification for developers or investors to build in marginal areas by offering a comprehensive package of services to attract a desired income group of residential, commercial, and possibly industrial tenants/owners (i.e., "upscale" housing above or next to offices, shops, restaurants, theaters, etc.).
- Reduce the necessity of automobile travel or use for neighborhood residents by locating a full range of most frequently patronized land uses into one location.

- Provide opportunities to develop 24-hour multiple use of commercial and office buildings and properties, including joint use of parking facilities.

Plan Approach

Due to the location of the Fulton/Lowell Area, the Mixed Use Concept developed in the Central Area Community Plan has been utilized in the Fulton/Lowell Specific Plan to ensure consistency with land use concepts, designations, and zoning. Two land use designations, Commercial/Mixed Use Level 1 and Commercial/Mixed Use Level 2, will also be utilized to implement the concept. However, the Fulton/Lowell Specific Plan will carry the mixed use concept one step further with an Implementation Action to develop and implement a Mixed Use Ordinance as a part of the implementation of this plan.

In response to concerns about the relationship and effectiveness of mixed use designations, the individual characteristics and specific needs of land uses north and south of Divisadero Street, were major considerations in the administration of the mixed use concept in the Fulton/Lowell Area. Special efforts were taken, in the application of this concept, to ensure the results would produce the most advantageous land use pattern for the Fulton/Lowell Area with a minimal amount of disruption to existing land uses. Existing land uses and zone districts that are not consistent will be permitted to remain but cannot be expanded nor replaced beyond its original number, units, size, etc., in case of natural disaster. All mixed use developments will require appropriate zoning and a conditional use permit.

North of Divisadero Street

To enhance development of the residential areas, the Commercial/Mixed Use Level 1 designation is recommended for all major commercial corridors on and north of Divisadero Street and west of Blackstone Avenue (see Exhibit No. 6). The Commercial/Mixed Use Level 1 is the most restrictive of the two designations. It is intended to provide a lower intensity of land utilization which would only permit professional office and neighborhood type commercial uses from the R-P, C-P, and C-1 Zone Districts, and select commercial uses from the C-5 Zone District (see Appendix 2) to be combined on the same site with residential uses. Specifically, this designation is proposed for Roosevelt, Broadway, Fulton, Van Ness, Divisadero, and Belmont. To protect the "mixed use" environment of the Commercial/Mixed Use Level 1 designation, a conditional use permit will be required for all listed use in the C-1 or C-5 Zone Districts. New multiple-family residential developments, to maintain the designated multiple-family percentage quota, will be restricted to the Commercial/Mixed Use Designations and limited to the population density of the R-2 zone district with the following restriction:

1. New-multiple family developments, as permitted by this Plan, will only be allowed in existing compatible zones within the Commercial/Mixed Use Level 1 Designation.

South of Divisadero Street

The Commercial/Mixed Use Level 2 designation, a more flexible designation, is

recommended for the area south of Divisadero Street to generate incentives and alternatives that will encourage development for an area in transition. The designation will enhance the development potentials of the existing environment within the Fulton/Lowell Area and permit the most flexible range of development options to attract new developments. It will also provide more opportunity to implement the mixed use concept within the vast range of uses permitted in the Commercial, C-M, and M-1 Zone Districts (see Appendix 2) with an approved conditional use permit.

Goal, Policies, and Implementation Actions

Goal

3. Change residential and nonresidential mix and densities to afford a healthy socioeconomic balance and full range of housing opportunities to stabilize residential neighborhoods and nonresidential areas.

Policy

- 3-1. Develop and support the "Mixed Use" Concept as identified in the Central Area Community Plan that allows residential and nonresidential uses together on the same lot.

Implementation Actions

- 3-1-1. Develop a Mixed Use Ordinance that clarifies the association and allowable mixture of land use classifications, densities, zoning, and entitlements.
- 3-1-2. Encourage mixed use developments and promote their feasibility and asset to the land use characteristics.
- 3-1-3. Formulate specific property development standards for mixed use projects to ensure their comprehensive development.
- 3-1-4. Retain the "inner-city" fee discount program in the Fulton/Lowell Area as an incentive for projects that incorporate mixed use as an alternative in specific designated areas.
- 3-1-5. All mixed use projects shall be reviewed by the Fulton/Lowell Specific Plan Design Review and Implementation Committee(s) and require appropriate zoning and a conditional use permit with a 50 percent reduction of the regular fee.
- 3-1-6. Require a conditional use permit for all C-1 and C-5 Zone District uses in the Commercial/Mixed Use Level 1 designation to protect its "mixed use" environment.

GOVERNMENT FACILITIES

Background

The future of a government center and its role in the "Downtown Area" has been a major concern for the City of Fresno. The decentralization of governmental offices to suburban locations is a trend of particular significance in light of a declining Central Area and the stagnation of its commercial and residential centers with their continual loss of population. This has dramatized the importance of government office growth to a healthy and vibrant Civic Center. The City is committed to the retention and expansion of government offices in the "Downtown Area" and implementation of the "Government Center" concept for the Central Area. The construction of the new City Hall and the 5th District Court of Appeals in the Central Area are prime examples of this commitment and a possible indication that a new era of government office construction maybe in progress.

The majority of the "Government Center" location identified for the Central Area is located within the boundaries of the Fulton/Lowell Specific Plan Area, including Courthouse Park with all the County facilities, City facilities (excluding the new City Hall), Fresno Unified School facilities, a Post Office, and Civic Center Square development. This area is bounded by Tulare, Van Ness, Fresno, "L," Tuolumne, "O," and "P" Streets (see Exhibit No. 6). The only other major governmental offices not included are the State and Federal Buildings across from the new City Hall.

Plan Approach

The Government Center Concept for the Central Area is supported by the Fulton/Lowell Specific Plan and is reflected by the Government Facilities Designation on its Land Use Plan. The concerns and problems associated with the future of government offices in the "Downtown Area" are also shared by the members of the Fulton/Lowell Specific Plan Citizens Advisory Committee. They have a specific concern about the success or failure of the Downtown as the government center for the City and its impacts on adjacent areas, especially the residential areas north of Divisadero Street.

The committee agrees that government offices, for operational efficiency and public convenience, should be centrally located; and that the Central Area is that (center) location in the metropolitan area. The City must take a proactive role, especially with State and Federal Governments, to ensure the presence and health of the government center concept and the physical environment to guarantee the role of the Central Area in the next decade.

The plan specifically recommends that government offices continue on their present sites and any future office site designations should be reviewed and considered in accordance with the policies of the Fulton/Lowell Specific Plan and the Central Area Community Plan. The plan is also supportive of the Government District recommendation of the Ratkovich Urban Design Strategy which have been incorporated within the recommendations of this plan.

Goals, Policies, and Implementation Actions

Goal

4. Encourage growth and stability of government facilities in the Fulton/Lowell Area.

Policy

- 4-1. Support the concept that the Fulton/Lowell Area, as part of the Central Area, is the government center for City, County, State, Federal and other public agencies.

Implementation Actions

- 4-1-1. Maintain and encourage a partnership with federal, state, and local governments and public agencies to strengthen the working relationship and knowledge that adequate space and facilities can be provided.
- 4-1-2. In compliance with the Central Area Community Plan, designate sites most appropriate for future government office facilities.

Policy

- 4-2. Promote the concentration of government facilities in the Fulton/Lowell Area, particularly in the Government Center Designation south of Divisadero Street.

Implementation Actions

- 4-2-1. Emphasize the location and relocation of government offices to the area south of Divisadero Street, with priority given to locations south of Tuolumne.
- 4-2-2. Encourage opposition to any local, state, or federal government office locations that are inconsistent with the Fulton/Lowell Specific Plan and the Central Area Community Plan.

INDUSTRIAL

Background

Industrial land use represents approximately 46.3 acres or 13.6 percent of the existing land use in the Fulton/Lowell Area and is concentrated along the "H" Street frontage parallel to the Southern Pacific Railroad right-of-way between Divisadero and Fresno Streets. Although the zoning is industrial, this street has a transitional and a mixed character with spots of vacant land and non-industrial land use scattered throughout its length, including a restaurant/bar providing adult entertainment. The M-1, Light Manufacturing, Zone District is the predominate zoning of all the properties fronting on "H" Street. There is a strip of M-2, General Industrial, Zone located next to the Southern Pacific Railroad tracks (behind the M-1 Zone) and three half-blocks of C-M, Commercial and Light Manufacturing, Zoned

properties fronting on Broadway between Amador and Stanislaus Streets. These are the only industrial zoned properties in the Fulton/Lowell Area; all adjacent properties are commercially zoned.

Specific issues associated with the industrial area are the inconsistent land uses, under utilized and vacant lands, restricted location, and its lack of identity. There is a necessity to determine the role of this area and incorporate its function into the adjacent areas to define and establish an identity and allow an interaction of uses. Industrial uses, particularly intense industrial uses, should be reduced and limited to a size necessary to service the industrial needs of this area and the operation of the Southern Pacific Railroad right-of-way.

Plan Approach

The plan recommends the Commercial/Mixed Use Level 2 land use designation for the properties fronting on "H" Street between Divisadero and Fresno Streets. The Southern Pacific Railroad track alignment will retain an Industrial Designation through the Fulton/Lowell Area. Due to the transitional nature of this industrial area and the mixed characteristics of the existing land uses, the area would be better served by a mixed use designation which will allow it to be integrated into the mainstream of development and establish an identity that is not only unique but consistent with an identifiable area. This approach will ensure the unification of the industrial area with the entire mixed use area south of Divisadero Street and provide an opportunity to develop a mixed use environment that is unique to the "Downtown" Area.

Goals, Policies, and Implementation Actions

Goal

5. Encourage and revitalize industrial uses that are compatible and will contribute to a quality urban environment in the Fulton/Lowell Area.

Policy

- 5-1. Promote the concentration of industrial uses to enhance their image and marketability.

Implementation Actions

- 5-1-1. Encourage environmentally compatible industrial uses, especially light industrial uses along the "H" Street frontage with heavier industrial uses restricted to the area immediately adjacent to the Southern Pacific Railroad mainline tracks.
- 5-1-2. Formulate development and performance standards to regulate and control the impacts of industrial uses (odors, noise, and visual aesthetics) and ensure comprehensive developments.

Policy

- 5-2. Encourage alternative land use and development concepts in conjunction with traditional industrial developments.

Implementation Actions

- 5-2-1. Promote and support mixed use developments, especially where residential is included as an integrated part of the project.
- 5-2-2. Emphasize the "Industrial Park" concept as an alternative for industrial developments with a common controlled environment.

PUBLIC PARKS AND OPEN SPACE

Background

Public parks and open space in the Fulton/Lowell Area include Court House Park on Van Ness and Tulare; Dickey Playground (Park) on Blackstone and Divisadero; Frontier Park (Monument Site) on Divisadero, Broadway, and Yosemite; Eaton Plaza on Fresno and "O"; and the Lowell Elementary School on Poplar and McKenzie. A new pocket park is being considered on the northwest corner of San Pablo and Belmont Avenues, under the Freeway 180 alignment.

The specific concern associated with parks and open space is the supply adequate to satisfy the demands of the neighborhood. Presently, the City's Park Master Plan identifies that a ratio of .75 acre of park land per 1000 people for a neighborhood park. Given that the 1990 population for the Fulton/Lowell Area was 7,728 people; the application of this formula would prescribe 5.8 acres of land for (neighborhood) parks. To date, the existing Dickey Playground (2 acres), Frontier Park (.25 acre), and the Pocket Park under consideration (.50 acres) represents about 2.75 acres of neighborhood park in the Fulton/Lowell Area. This is almost one-half of the prescribed acreage for neighborhood parks which is not a handicap for the area because the existing neighborhood parks are primarily located north of Divisadero Street where the population is concentrated. These factors, combined with the after-school recreation programs offered by Lowell Elementary School, will satisfy the majority of the requirements for neighborhood parks. Any additional demands can be facilitated by Court House Park or the green open space area of Eaton Plaza located south of Divisadero Street.

Another concern is the future use of Eaton Plaza as an open space area in the Governmental Center. This concern was addressed by both the Central Area Community Plan and the Ratkovich Urban Design Strategy. The Central Area Community Plan had recommended that Eaton Plaza be retained as an open space area; while the Ratkovich Urban Design Strategy emphasized the use of Eaton Plaza as an open-air Farmers Market.

Plan Approach

The plan supports the concepts and open space recommendations of the Central Area Community Plan. The ultimate use of Eaton Plaza will have significant impact on not only the open space concept in the Government Center area but its identity as well. Therefore, Eaton Plaza shall be retained as an urban (open space) park for passive recreation and public events where public plazas, fountains, and landscaping features are encouraged, along with the potential integration of parking.

Further, the plan also supports the Parks, Recreation, and Community Services Department in the implementation of its Park Master Plan. The plan encourage private citizens and organizations to assist in the development of programs to increase the number of parks and open space or a Landscaping Maintenance Benefit Assessment District for acquisition and maintenance of park lands. It also encourages a working relationship with other public agencies such as the Fresno Unified School District and Caltrans to provide open space and the use of remnant parcels for pocket parks.

Goals, Policies, and Implementation Actions

Goal

6. Maintain and establish public parks and open spaces to enhance residential and nonresidential areas in Fulton/Lowell Area.

Policy

- 6-1. Work with the City's Parks and Recreation Department to develop a program to increase the number of parks and open spaces for public use while maintaining existing facilities.

Implementation Actions

- 6-1-1. Follow policies and standards of the Parks and Recreation Master Plan in the acquisition, development, and maintenance of open space and park lands.
- 6-1-2. Consider and pursue the benefits of the Landscaping Maintenance Benefit Assessment District for acquisition and maintenance of park lands.
- 6-1-3. Work with the Fresno Unified School District and other public agencies to provide open space and recreation facilities.
- 6-1-4. Retain Eaton Plaza and Dickey Playground as urban (open space) parks.

Policy

- 6-2. Encourage private citizens and organizations to assist in the development of public parks and open spaces.

Implementation Actions

- 6-2-1. Support and assist the efforts of private citizens and organizations to provide public parks and open spaces.
- 6-2-2. Provide incentives for Developers to include public open space in their projects or contribute money, labor, or materials towards park development and maintenance.
- 6-2-3. Develop a program that uses private contributions as "matching funds" for local, state, and federal funding programs.
- 6-2-4. Explore the potential use of remnant parcels along Freeway 180 for public or privately supported neighborhood pocket parks or open space.

4.0 TRANSPORTATION, CIRCULATION, AND PARKING

Background

This chapter identifies the concerns associated with transportation, circulation, and parking in the Fulton/Lowell Area, and the recommendations of the Fulton/Lowell Specific Plan. The purpose of this chapter is to clarify these concerns and understand the intent and concepts of the Plan recommendations.

Since the implementation of Fresno's original northwest/southeast street system by the Central (Southern) Pacific Railroad, the "Downtown" Area, especially the Fulton/Lowell Area, has endured continual circulation problems associated with the rest of the City's orientation to a true north/south street system. The role and popularity of the automobile has dramatically influenced the growth of Fresno and its inter-dependency on the auto as the primary mode of transportation. This is evident by the number of major streets that traverse the Fulton/Lowell Area and the adjoining areas formed by Freeways 99, 41, and 180, known as the Central Area (see Exhibit No. 8). Access to the Fulton/Lowell Area is provided by a series of freeways, arterials, and collectors streets (see Exhibit No. 9) described as follows:

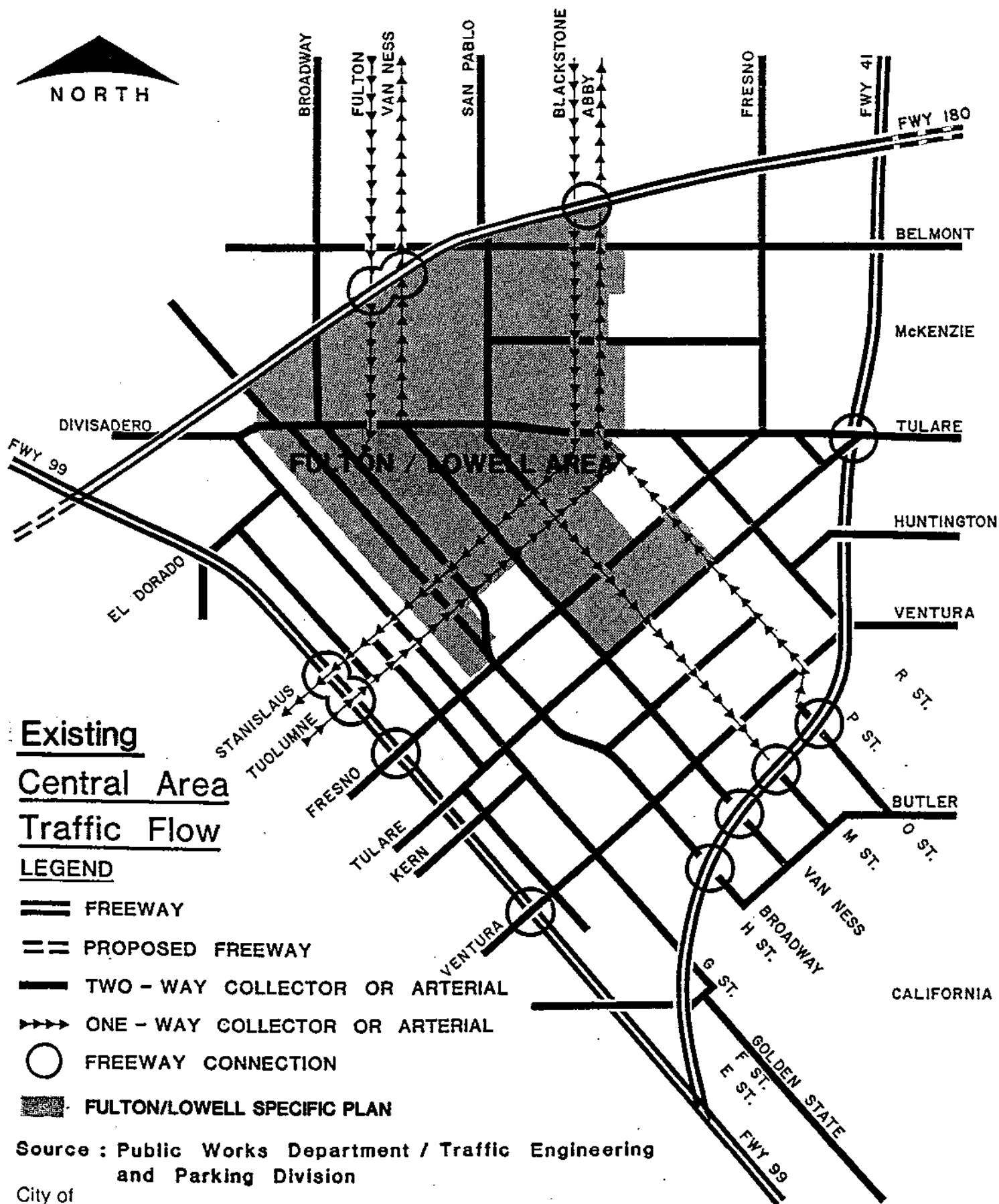
Freeway Connections

The Fulton/Lowell Area is connected to the freeway system through the series of major streets. Linkage with Freeway 41 is provided by Abby Street, Divisadero Street, the "O"/"P" Street connection, "M" Street, Van Ness Avenue, and Broadway. Freeway 180 can be accessed through the one way couplet of Blackstone and Abby and Van Ness and Fulton. Freeway 99, a major north/south carrier can be accessed via Fresno, Tulare, and Stanislaus, a one-way street.

Major Streets

All major streets in the planning area have been designated as collector streets since the adoption of the Central Area Community Plan in 1989. Previously, Abby, Blackstone, Belmont, and "H" Street (north of Divisadero) had been classified as arterial streets. They still perform the function of linking traffic from other collectors streets (identified in the following), with the freeway system or other arterial streets outside of the Central Area. The intent of classifying them as collector streets rather than arterials, was to place a higher priority on their functions of serving traffic needs within the downtown area rather than only for through traffic.

The remainder of the major streets involve "true" collector functions which facilitate the



Existing Central Area Traffic Flow

LEGEND

- FREEWAY
- PROPOSED FREEWAY
- TWO - WAY COLLECTOR OR ARTERIAL
- ONE - WAY COLLECTOR OR ARTERIAL
- FREEWAY CONNECTION
- FULTON/LOWELL SPECIFIC PLAN

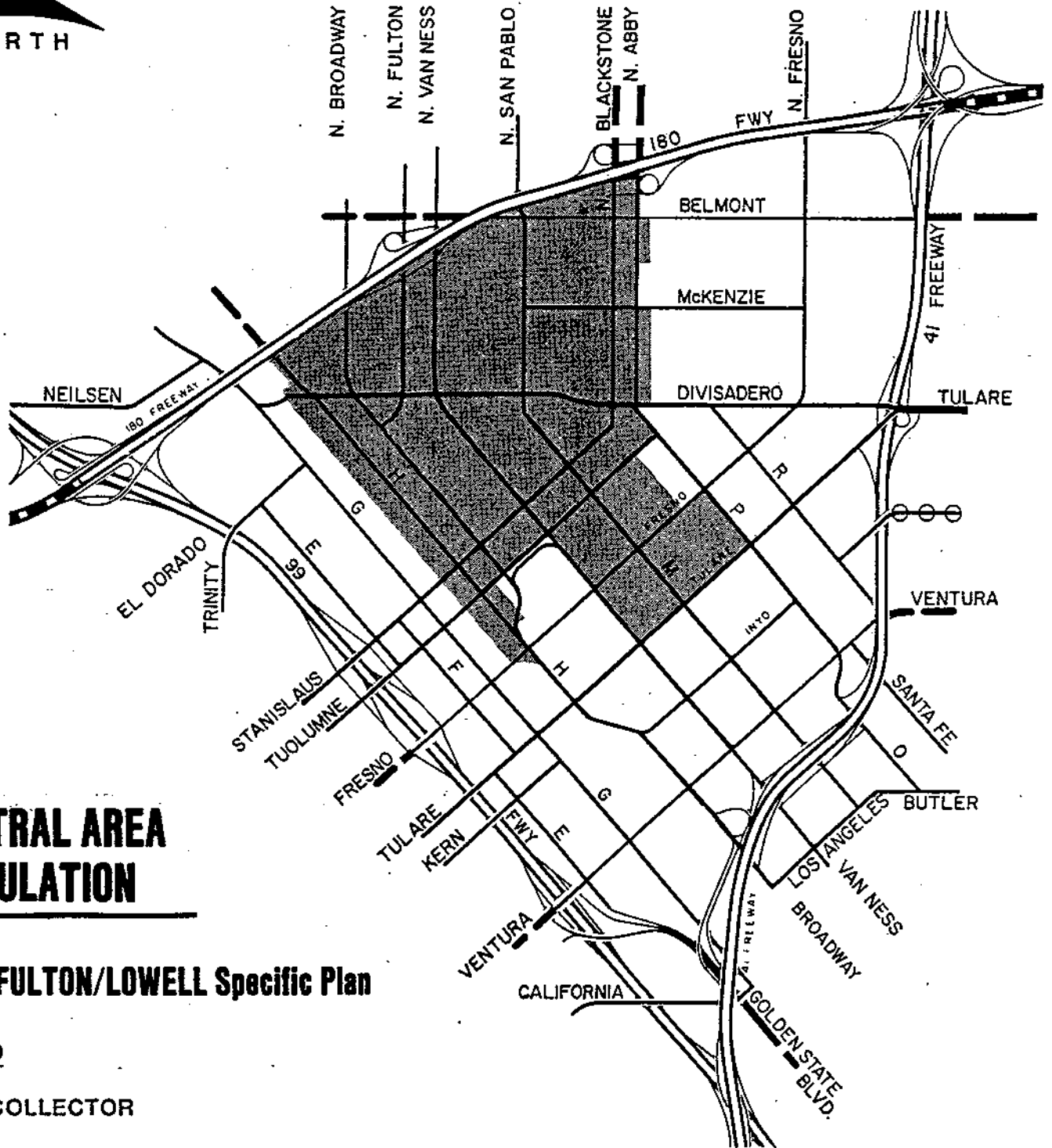
Source : Public Works Department / Traffic Engineering
and Parking Division

City of



DEVELOPMENT DEPARTMENT
PLANNING DIVISION

EXHIBIT NO. 8



CENTRAL AREA CIRCULATION



FULTON/LOWELL Specific Plan

LEGEND

- COLLECTOR
- - - ARTERIAL
- == FREEWAY
- PROPOSED FREEWAY

Source : 1984 GENERAL PLAN CIRCULATION ELEMENT

City of



DEVELOPMENT DEPARTMENT
PLANNING DIVISION

EXHIBIT NO.9

Fulton/Lowell Area's internal traffic movement and connect local traffic with the above mentioned former arterial streets. Divisadero, a major collector street, is the demarcation point in the area whereby the street orientation shifts from the diagonal pattern to the traditional grid system. Other significant collector streets include McKenzie, Divisadero, "H" (Divisadero to Fresno), Broadway, Fulton, Van Ness, San Pablo, Stanislaus, Tuolumne, Fresno, Tulare, "P," "O," "M."

An alternative mode of transportation in the Fulton/Lowell Area is bus service provided by Fresno Area Express (FAX). FAX is a municipal service with over 100 buses that carries over 7.5 million passengers per year. It offers both a regular fixed route bus system and a dial-a-ride service for the elderly and disabled. Buses operate everyday except New Year's, Independence Day, Thanksgiving, and Christmas. There are nine bus routes directly serving the Fulton/Lowell Area; of these, four routes provide service to the residential area north of Divisadero (see Exhibit No. 10). Service at all routes occurs at 20 to 30 minute intervals on weekdays and 30 to 60 minutes intervals on weekends. Buses on these routes stop at a total of 77 locations within the Fulton/Lowell Area.

Transportation, circulation, and parking demands are also determined by the land use of an area. In the Fulton/Lowell Area, land use on the north and south of Divisadero Street are significantly different. The north is predominately single-family residential while the south maintains a mixed character consisting primarily of commercial and office uses.

North of Divisadero Street

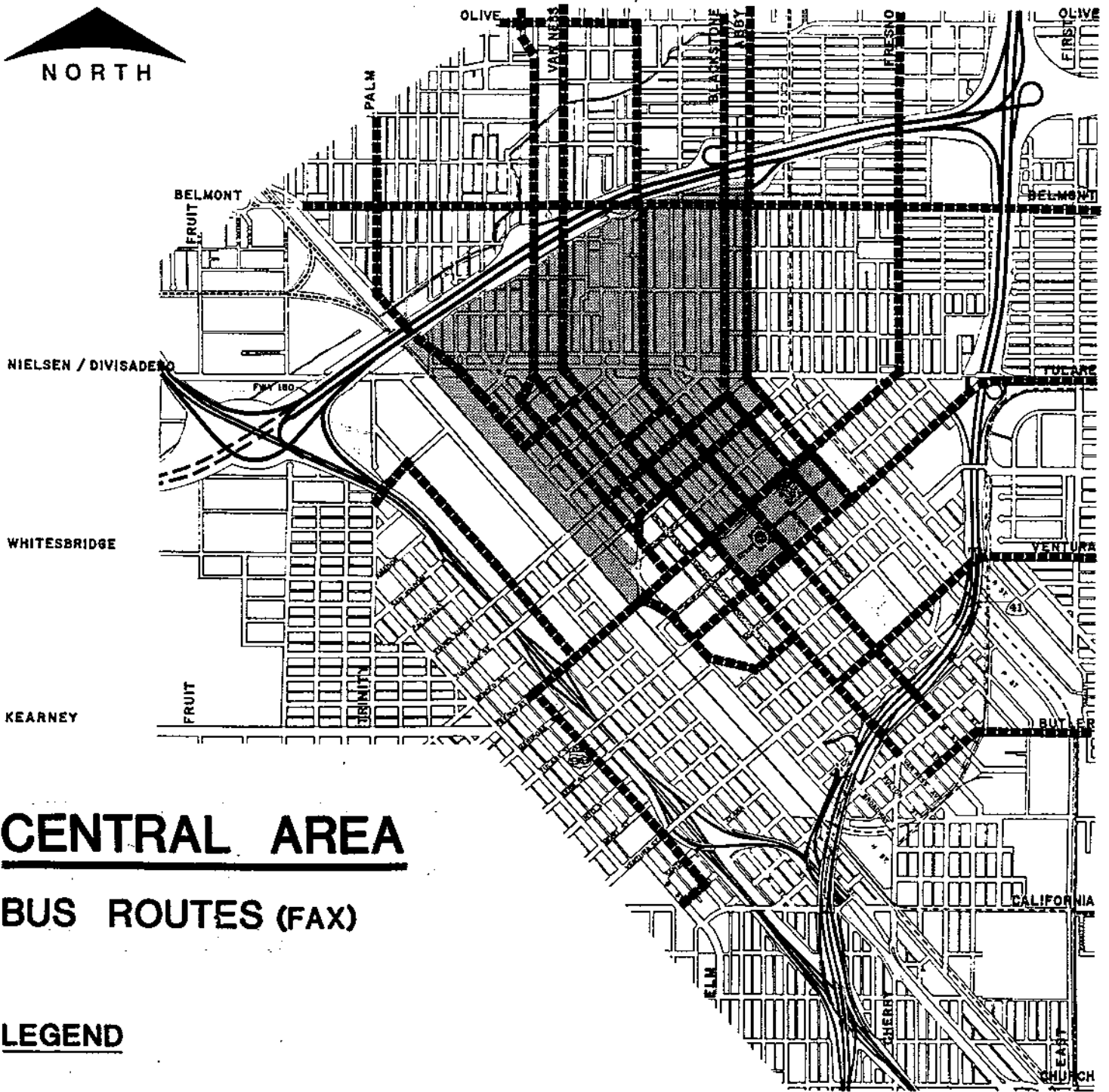
In this area the transportation, circulation, and parking needs of the residential neighborhood must be addressed to ensure an appropriate single-family residential environment. The urban location of the residential neighborhood necessitates protection of residential amenities from such problems as unrelated (pedestrian and auto) traffic, noise, parking, and other nonresidential activities and disruptions.

South of Divisadero Street

The area south of Divisadero Street contains no identifiable single-family residential area although numerous clusters and individual residences still remain. The predominate (land use) environment is commercial and service related uses. The transportation, circulation, and parking needs of this area are directly related to accessibility, convenience, and efficiency of its land uses. These are the controlling characteristics that influence the composition and identity of the area, including the availability of specific transportation modes, circulation routes, and parking facilities. If the system is not "user friendly" for pedestrians and automobiles, then it is an area to avoid.

Plan Approach

The plan recognizes the different transportation, circulation, and parking needs of the areas north and south of Divisadero Street, particularly those of the residential areas. The plan is also supportive of the concepts and recommendations of the Central Area Community Plan pertaining to transportation, circulation, and parking in the Fulton/Lowell Area. Specifically,



CENTRAL AREA

BUS ROUTES (FAX)

LEGEND

----- Bus Routes

■ FULTON / LOWELL SPECIFIC PLAN

SOURCE : FRESNO TRANSIT BUS ROUTE MAP

the plan supports the recommended change to the 1984 Circulation Element of the General Plan that retains the Collector Classification (instead of proposed Arterial) for Blackstone, Abby, and Belmont in the Fulton/Lowell Specific Plan Area (see Exhibit No. 11). The collector classification will assist in the management of unrelated through traffic and protect the residential environment in the Fulton/Lowell Area. Further, in response to the Ratkovich Strategy, some of the one-way streets are being converted back to two-way streets. These include Van Ness between Divisadero and Freeway 41 and Broadway between Tuolumne and Freeway 41.

Other transportation, circulation, and parking recommendations include:

North of Divisadero Street

Transportation

- Coordinate with FAX to improve bus service on high demand routes.
- Provide better sidewalks routes for pedestrian travel.
- Install bike travel lanes to encourage non-auto travel.

Circulation

- Improve the conditions of local streets when possible.
- Stop "through" traffic on residential (local) streets.
- Slow traffic in residential areas with the use of signs and speed bumps.
- Install better signs to identify residential streets and parking.
- Improve frontage landscaping on adjacent major streets.

Parking

- Control nonresidential and prolonged nonresident parking.
- Provide more off street parking spaces when possible.
- Install more visible parking signs.
- Monitor controlled parking zones.

South of Divisadero Street

Transportation

- Encourage more alternative modes of transportation (1-4 persons).
- Consider mass-transportation alternatives (more than 4 people).
- Consider a Shuttle Bus System in the Fulton/Lowell Area.
- Improve the visibility of existing bike lanes.

Circulation

- Encourage street classifications that are effective and beneficial.
- Improve frontage and landscaping of major inter-City routes.
- Landscaping of all major entryway to the Fulton/Lowell Area.
- Improve directional signage, particularly in the commercial areas.
- Increase the amount of directional signage.

Parking

- Provide more on street parking spaces when possible.
- Increase public parking lots when feasible.
- Improve parking signage.
- Improve parking meter monitor program.
- Improve security in public parking facilities.

Further, a major emphasis of the plan is the development of a public transportation system that is "user friendly" and comprehensive for all areas. In the pursuit of this goal, the plan acknowledged the concerns and issues identified for the areas north and south of Divisadero Street and has incorporated them into the Goals, Policies, and Implementation Actions as appropriate. The plan emphasize the protection and improvement of residential streets, the limitation of Arterial (4-6 lanes divided) Street, development of "people friendly" parking facilities, and development of pedestrian environments along major circulation routes in the Fulton/Lowell Area.

Goals, Policies, and Implementation Actions

Goal

7. Provide a comprehensive transportation, circulation, and parking system that improves the "quality of life" in the Fulton/Lowell Area.

Policy

- 7-1. Encourage more effective and "user friendly" modes of transportation.

Implementation Actions

- 7-1-1. Reevaluate existing modes of public transportation to maximize efficiency and explore alternatives to accommodate future demands.
- 7-1-2. Continuous review and monitoring of traffic levels of major transportation routes, particularly at peak demand times, to ensure effectiveness and consistent ridership.
- 7-1-3. Design transportation modes to be more sensitive to user needs and compatible with existing pedestrian environments, especially pedestrian features along major and local streets.

Policy

- 7-2. Provide improvements to and proper maintenance of major City circulation routes that serve both local and through traffic.

Implementation Actions

- 7-2-1. Develop an on-going maintenance/improvement program for major circulation routes and intersections.

- 7-2-2. Establish a yearly evaluation program that identifies the problems and effectiveness of the major circulation routes.
- 7-2-3. Promote a circulation program which emphasizes the protection of residential streets from unnecessary "through" traffic.

Policy

- 7-3. Provide safe, convenient and ample parking facilities to accommodate both existing and future demands.

Implementation Actions

- 7-3-1. Develop a parking facilities plan (including parking enforcement, parking districts and funding options) to identify and facilitate future parking needs, particularly south of Divisadero Street.
- 7-3-2. Plans for parking facilities will be reviewed by the Implementation/Project Review Committee.
- 7-3-3. Promote development of safe "people friendly" parking facilities with amenities such as additional lights, easy access, and visible security features.
- 7-3-4. Explore alternatives to parking meters.

Policy

- 7-4. Emphasize the need for pedestrian environments and improved visual aesthetics for all streets, especially major circulation routes and entryways.

Implementation Actions

- 7-4-1. Encourage development of pedestrian environments along major and local streets (canopy street trees, benches, etc.).
- 7-4-2. Encourage and promote street trees and median island landscaping.
- 7-4-3. Develop an improvement/maintenance program to enhance the visual aesthetics for streets and entryways.

5.0 INFRASTRUCTURE AND PUBLIC SERVICES

Background

Infrastructure in the Fulton/Lowell Area are systems that provide water, sewage disposal, energy, communication, storm drainage and flood control, as well as support systems that provide streets, alleys, and sidewalks. Public services identified in this chapter include Police, Fire, and School Facilities.

In the Fulton/Lowell Area, the quality of life and the ability to grow are directly dependent on a healthy infrastructure and the ability of public services to support these items. Existing policies of the City has provided for the replacement of infrastructure through the formation of assessment and underground utility districts. However, limited federal funding sources and decreasing budgets has forced the City to constantly search for alternatives methods and funding sources for infrastructure replacement. The City, in conjunction with other public agencies, employs a policy that coordinates the replacement of infrastructure with the installation of major projects whenever possible.

Following is an overview of each of the infrastructure systems and public services that has a significant influence on the growth and quality of life in the Fulton/Lowell Area.

Water Facilities

Review of the existing water delivery system in the Fulton/Lowell Area indicates that most of the mains are 6 and 8 inches in diameter and are located within alley easements throughout the area. Larger 10 and 12 inch mains are in the alleys between Van Ness and "H" and within certain street rights-of-way (see Exhibit No. 12).

The majority of the water mains were installed after 1950. These mains are cast iron and remain in good condition. At present, the older water mains provide adequate service. Replacement and/or adding capacity will depend on the needs of future development within the Fulton/Lowell Area. The area also contains several older lines that were constructed from steel or galvanized material.

Sewer Facilities

The sanitary sewer lines in the Fulton/Lowell Area were installed before the 1900s. Many of these facilities have since been modernized, some lines as recently as 1971. Nevertheless, the majority of the sewer lines have not been upgraded since the 1920s. Some lines that were installed in the 1880s are still in use (see Exhibit No. 13).

All sewer lines are located within alley easements and the majority of the sewer lines are 6 and 8 inches. Ten inch lines serve the heavier commercial developments between Broadway and "H," southeast of Amador, and the federal and state offices, northeast of the Fresno/"Q" intersection. Larger collector lines ranging from 12 to 24 inches are located within portions of the street rights-of-way.

Streets, Curbs, Gutters, Sidewalks, and Alleys

An analysis of the street and alley network with the Fulton-Lowell Study Area was conducted by the Public Works Department in May of 1993. The analysis identified the percentage of work that needs to be completed for those segments of streets, curbs, gutters, sidewalks, and alleys within the Fulton/Lowell Area. The following is an overview of the analysis.

Streets: The analysis indicates that all streets within the Fulton/Lowell Area need to be completely resurfaced with the exception being Divisadero (only 50 percent) and Stanislaus (zero percent).

Curbs: The area south of Divisadero, El Dorado, and "H" need a majority (50 percent or greater) of work to be completed; Broadway and "L" need a moderate amount (20 to 50 percent); whereas the remaining streets need less than 15 percent of work. North of Divisadero: Park, College, Franklin, Nevada, Echo, Van Ness, and Fulton need in excess of 50 percent of work to be completed.

Gutters: El Dorado, "H," Grant, Calaveras, Voorman, McKenzie, Park, College, Franklin, Nevada, Echo, Van Ness, and Fulton need 50 percent or more of work to be completed.

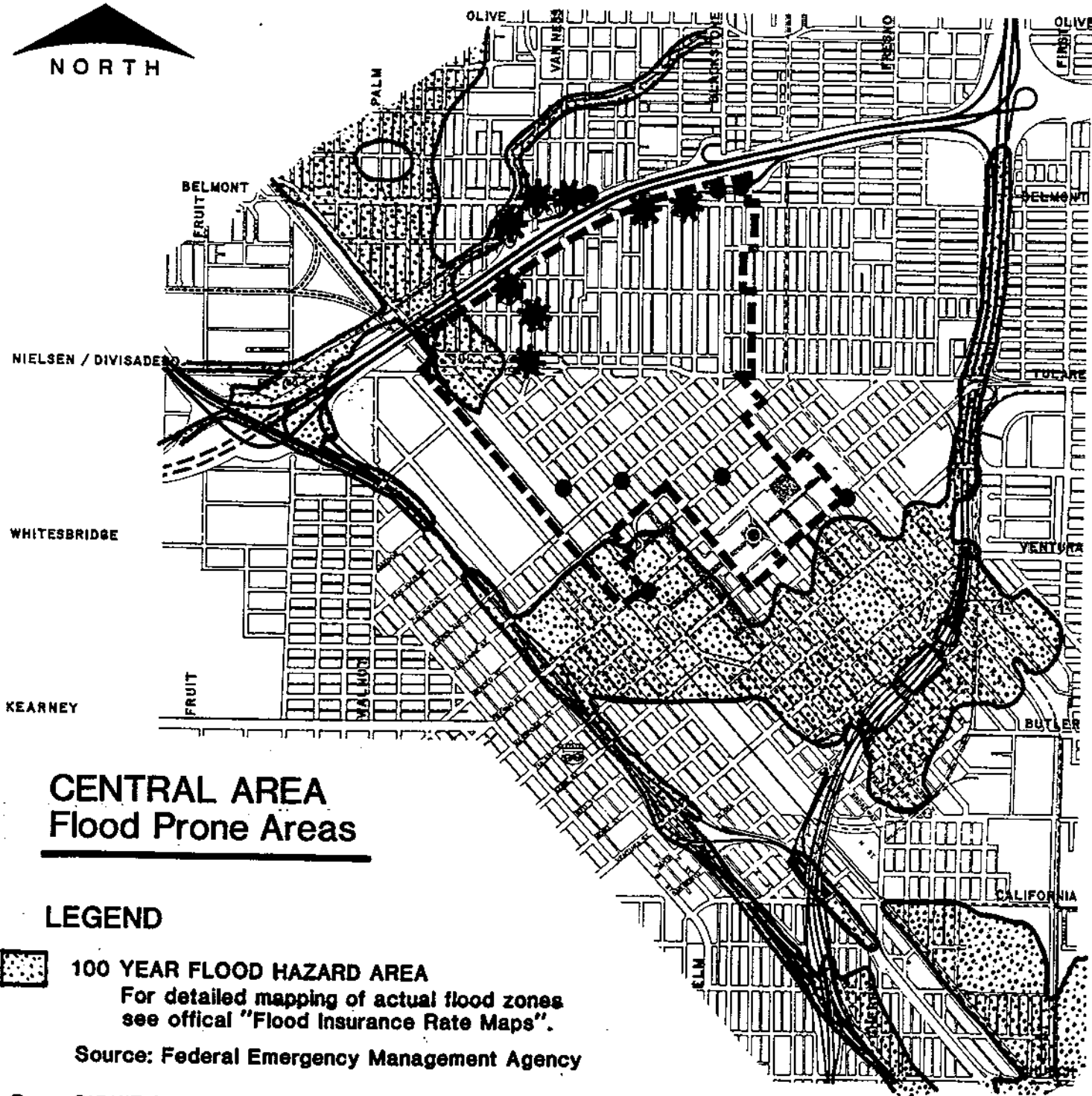
Sidewalks: Fulton, "H," Divisadero, Voorman, Nevada, Echo, Van Ness, and Fulton all have in excess of 50 percent work to be completed.

Alleys: The analysis also revealed that a majority of the alleys in the Fulton/Lowell Area need 50 percent or more of work to be completed, most of which is located north of Divisadero Street. By contrast, only one-half of the alleys south of Divisadero are in need of 50 percent repair or greater. Current city policy is to eliminate alley easements and relocating public utilities to street rights-of-way.

Flood Prone Areas and Storm Drainage Facilities





Flood Prone Areas: In the Fulton/Lowell Area, only the northwesterly portion, generally in the vicinity of Divisadero, "H" Street, Freeway 180; and the southeasterly portion, near the Fresno Street underpass, are located in a 100 year flood zone (see Exhibit No. 14). These flood prone areas were based on a pattern of flooding from severe storm activity that occurred in 1969.

A better indication of areas that are subject to flooding are the sites that have been identified by the Public Works Department (Exhibit No. 14) as being prone to flooding on a regular basis. Excessive ponding at these sites is sufficient to cause damage to street surfaces and may affect traffic safety.



CENTRAL AREA Flood Prone Areas

LEGEND

-  **100 YEAR FLOOD HAZARD AREA**
For detailed mapping of actual flood zones
see official "Flood Insurance Rate Maps".
Source: Federal Emergency Management Agency
-  **SIGNIFICANT FLOOD PRONE SITES**
-  **MINOR FLOOD PRONE SITES (traffic affected)**
City Of Fresno / Public Works Department
-  **FULTON/LOWELL SPECIFIC PLAN**

Prone intersections include "H"/Calaveras; Fulton/Stanslaus, "M"/Merced, "P"/Tulare, and the Fresno Street underpass. Areas north of Divisadero Street, particularly Roosevelt, Yosemite, Blackstone and Abby at Freeway 180; Belmont at Fulton, Van Ness, College, San Pablo, and Glenn; and Fulton at Nevada has also experienced flooding problems due to the construction of Freeway 180.

Storm Drainage Facilities: The Fulton/Lowell Area is served by a system of storm drain facilities provided by the Fresno Metropolitan Flood Control District (see Exhibit No. 15). The majority of the system in the Fulton/Lowell has been completed and is in service. Future storm drain facilities include a line on Belmont, from Blackstone to the west; Divisadero, from Fulton to the west; "H" between Calaveras and Merced; "M" between Merced and Stanislaus; and Merced from "M" to the northeast.

It is anticipated that storm runoff in the area will increase as vacant and residential properties having relatively large permeable areas are replaced or converted to impermeable office/commercial structures and paved parking areas. Changing land uses within the Fulton/Lowell Area will increase the load on the existing storm drainage system.

Street Lights and Landscaping

Street lighting and landscaping is monitored by the City and is required of all new developments in conjunction with the appropriate public agency and city department. Street lights are provided through lighting districts in conjunction with PG&E and Caltrans is responsible for lighting on state routes and freeways. Street light standards, including type, shape, and color are also maintained and administered by these agencies.

Street landscaping is the responsibility of the City of Fresno and is implemented through the Parks, Recreation, and Community Services Department. Street trees are planted in conjunction with an approved street tree species list and arranged by species or street theme. Landscaping of "Center Islands" or "Center Strips" has been accomplished by the City in conjunction with private groups such as Tree Fresno.

Gas and Electric Facilities

Gas and electricity service in the Fulton/Lowell Area is provided by Pacific Gas and Electric (PG&E) Company. They are as follows:

Gas Facilities: Both high and low pressure gas line systems exist within the Fulton/Lowell Area. High pressure lines serve the Silvercrest apartments, Hope Manor (a convalescent hospital), the City's governmental center, and the industrial and commercial uses on Broadway and "H" Streets. The remaining lines are part of PG&E's low pressure system (see Exhibit No. 16).

A substantial difference exists between the ages of the gas lines in the present system. Gas mains were installed between 1920 and 1930, with the oldest lines installed prior to 1920. The most recent installation of mains occurred during 1979. However, gas facilities in the Fulton/Lowell Area are adequate to serve existing and future customers. PG&E and the California Public Utility Commission in 1985 in an effort to increase system capacity and

reliability, approved a 15-20 year program to upgrade selected gas pipelines within PG&E's service territory. Specifically, the Fresno Division of PG&E has expended the majority of this annual budget to upgrade the low pressure gas lines in the Central Area which contains the Fulton/Lowell Area.

Electrical Facilities: Electrical service is provided through a network of overhead and underground utility lines primarily within alley easements (see Exhibit No. 17). The majority of the electric distribution main facilities in the study area are approximately 10-30 years old and the area is served from three substations using four circuits that are capable of accommodating demand load increases of approximately 2.0 megawatts without any reconstruction work.

Major overhead utility lines are located in the residential area north of Divisadero Street and along sections of "H," El Dorado, Sacramento, Calaveras, Tuolumne and "N" Streets. In many instances, PG&E lines share the same pole with other overhead lines.

There are underground utility districts located in the Fulton/Lowell Area (Exhibit No. 18). District No. 46 is located between Divisadero and Voorman from Poplar to Roosevelt and the others, District Nos. 25, 28, 30, 44, and 48, are located southeast of Calaveras generally bounded by "H," Fresno, Van Ness, Tulare, "P," Divisadero, and Calaveras. However, these facilities are part of a larger underground system that includes the West Fresno I and II areas, the government core area, and the Central Business District.

It has been identified in previous studies that overhead utility lines, i.e., electrical, telephone, and television cable, are a source of visual blight in the Fulton/Lowell Area. To improve service and the aesthetic quality of the environment, PG&E, in conjunction with the City of Fresno, has responded with a systematic program of establishing Underground Utility Districts to convert overhead facilities to an underground system.

Telephone Facilities

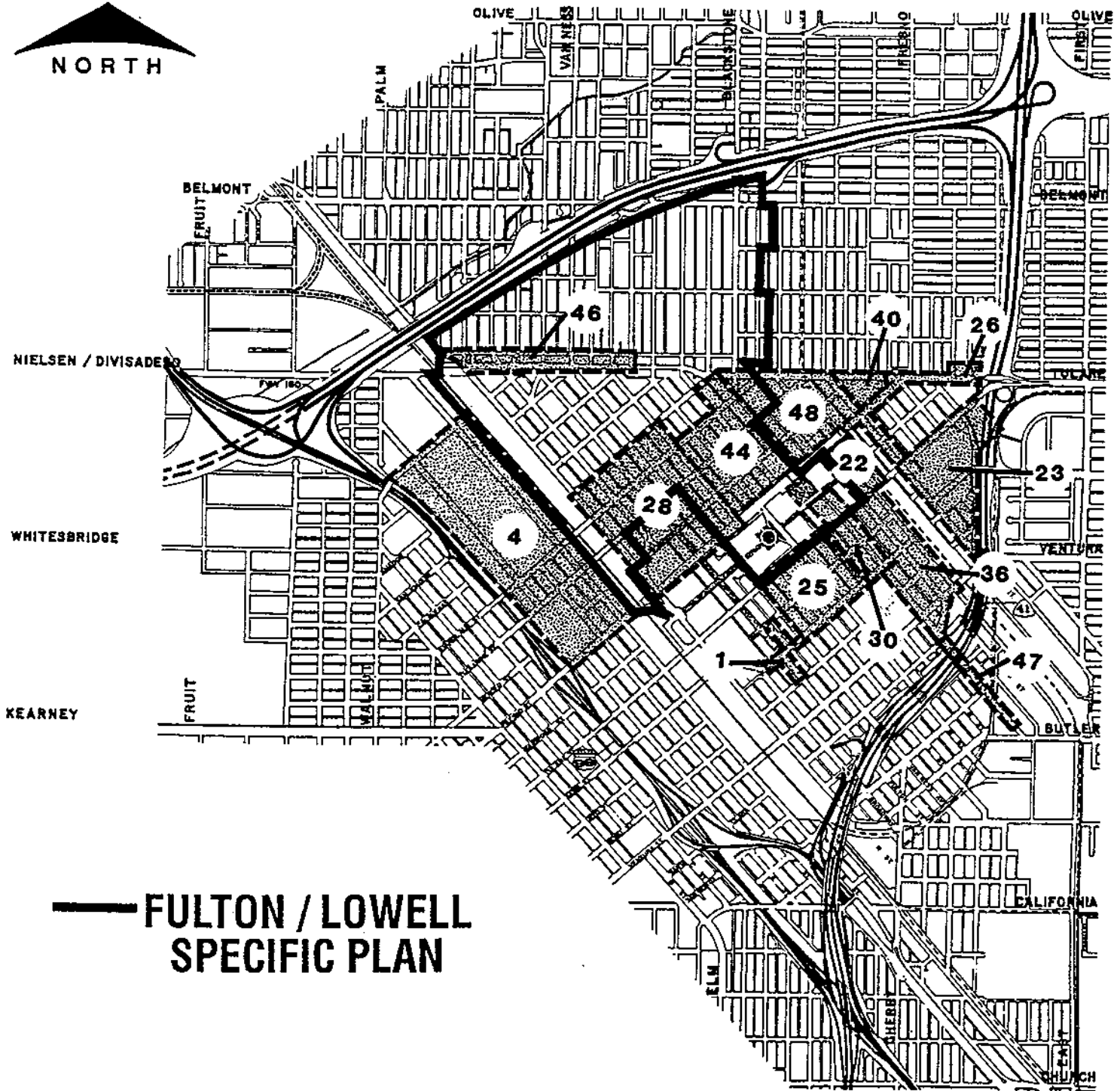
Telephone service is provided by Pacific Bell through an extensive system of overhead and underground telephone lines and cables located within primarily alley easements (see Exhibit No. 19).

The majority of the existing underground cables serve the governmental core area and properties along sections of Amador, Calaveras, Stanislaus, Fresno, Tulare, Van Ness, "L," and "N" Streets. The undergrounding of telephone facilities occurs as part of the activity designated for the utility districts in place in the Central Area of the City.

Currently, the existing underground conduit routes (cables) are operating at capacity and do not require any reinforcement. However, new developments could possibly require reinforcement or replacement of new conduit.

Elementary School

The majority of the Fulton/Lowell Area is located in the Lowell Elementary School attendance area generally bounded by Belmont, Blackstone, Divisadero, Tuolumne, "Q,"



**— FULTON / LOWELL
SPECIFIC PLAN**

---- EXISTING UNDERGROUND UTILITY DISTRICTS

Merced, Santa Fe, Fresno, "H," Divisadero, and Van Ness (see Exhibit No. 20). It is also within the Tehipite Middle School and Fresno High School attendance areas. Lowell Elementary School is located north of Divisadero Street in the predominately residential section of the Fulton/Lowell Area. Adjacent elementary schools include Muir Elementary to the northwest, Jefferson Elementary to the east, and Anthony Elementary to the north.

Lowell Elementary is a year-round school with approximately 871 students in its attendance boundary; Lowell's capacity is 850 students. Presently, 787 students attend Lowell Elementary; an additional 84 students are bused to Thomas Elementary School (Shaw/Cedar). Ethnicity of Lowell's students is 51 percent Hispanic, 37 percent Asian, 6 percent African American, 5 percent White, and 1 percent Filipino.

Lowell ranked sixth among Fresno Unified School District Schools in the October 1992 Ranking of Schools by Aid For Dependent Children (AFDC) Percent, representing 77.4 percent of enrollment in October 1992. In the 1993 Ranking of Schools' Limited English Proficient (LEP) Students, Lowell School was ranked sixth, representing 64.3 percent of student enrollment. There is a Boys and Girls Club of America recreational and tutorial program everyday at Lowell Elementary School until 7 p.m.

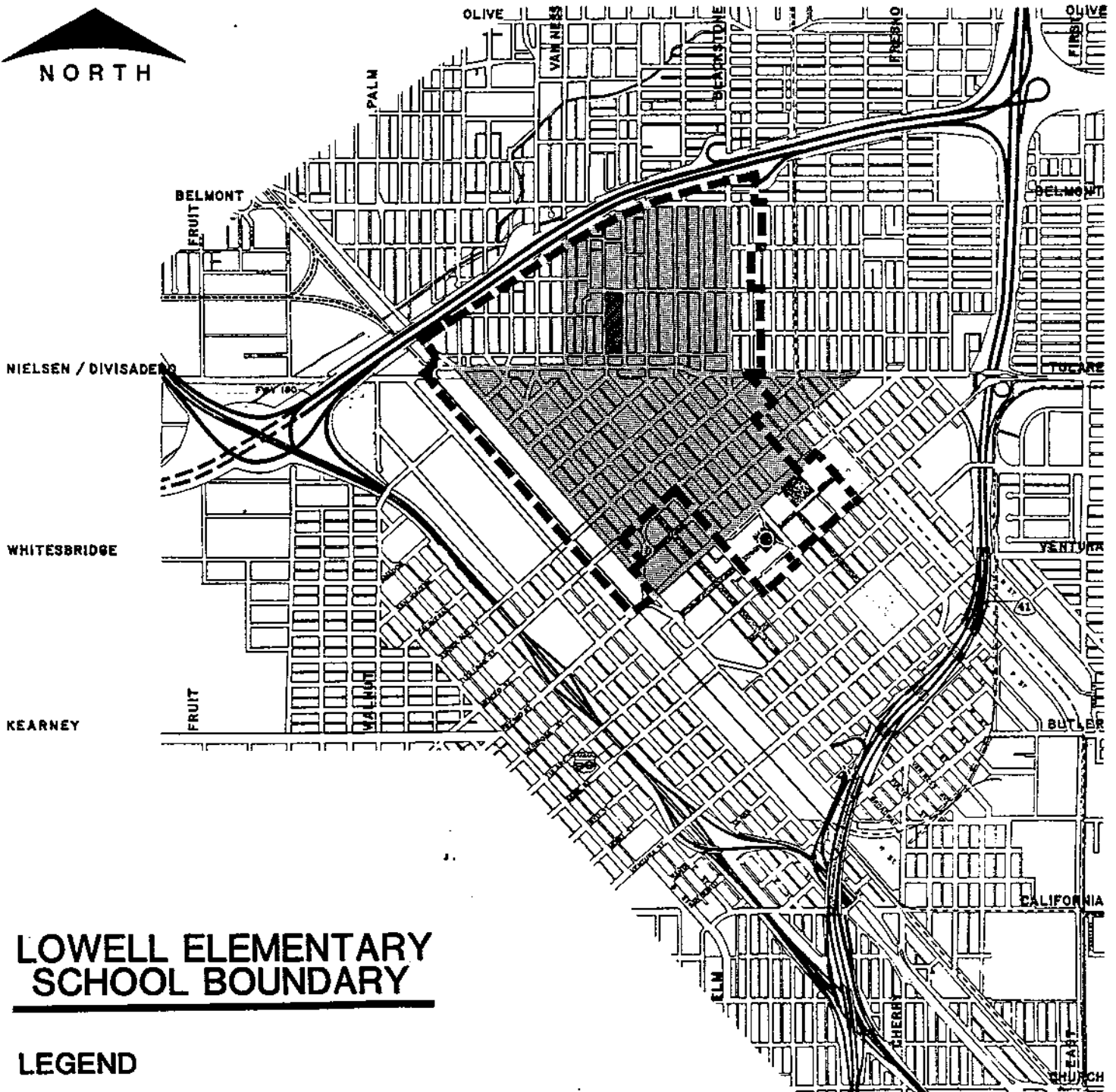
Police (Crime Incident) Statistics

Crime statistics for the Fulton/Lowell Area was derived from five Police Reporting Zones (2554, 2555, 2655, 2656, and 2756) which represented all or part of the Fulton/Lowell Area (see Exhibit No. 21). Zones 2554 and 2555 forms the Lowell portion of the Fulton/Lowell Area north of Divisadero Street and contains the majority of the residential uses.

The remaining three zones (2655, 2656, 2756) are in the Fulton portion located south of Divisadero Street and contains predominately non-residential uses.

Although the Fulton/Lowell Area is not contained within all of the five Police Reporting Zones, it is necessary to consider the crime statistics of all five zones to ensure a comprehensive understanding of the area's crime trends and patterns and their interrelationships. The following is a summary of the crime statistics of the five reporting zones during the period from 1988 to 1992.

- Zone 2555 represents the highest demand for service calls within the five-year reporting period. Zone 2655 represents the lowest demand for service calls in a five-year average. 1988 (18,800) and 1990 (16,807) were the highest and lowest service calls years, respectively, for the reporting zones.
- Average service calls, within the reporting zones, for the five-year period was 17,787 calls. The residential area (Zones 2554 and 2555) north of Divisadero Street represents an average of 49 percent of the service calls in the five-year period. In 1992 the citywide call rate averaged .93 calls per person. However, the call rate in each of the Fulton/Lowell Area zones was much higher with an average of 2.02 calls per person or 117 percent higher than the citywide call rate averaged of .93 calls per person.



LOWELL ELEMENTARY SCHOOL BOUNDARY

LEGEND



LOWELL ELEMENTARY SCHOOL SITE



SCHOOL BOUNDARY



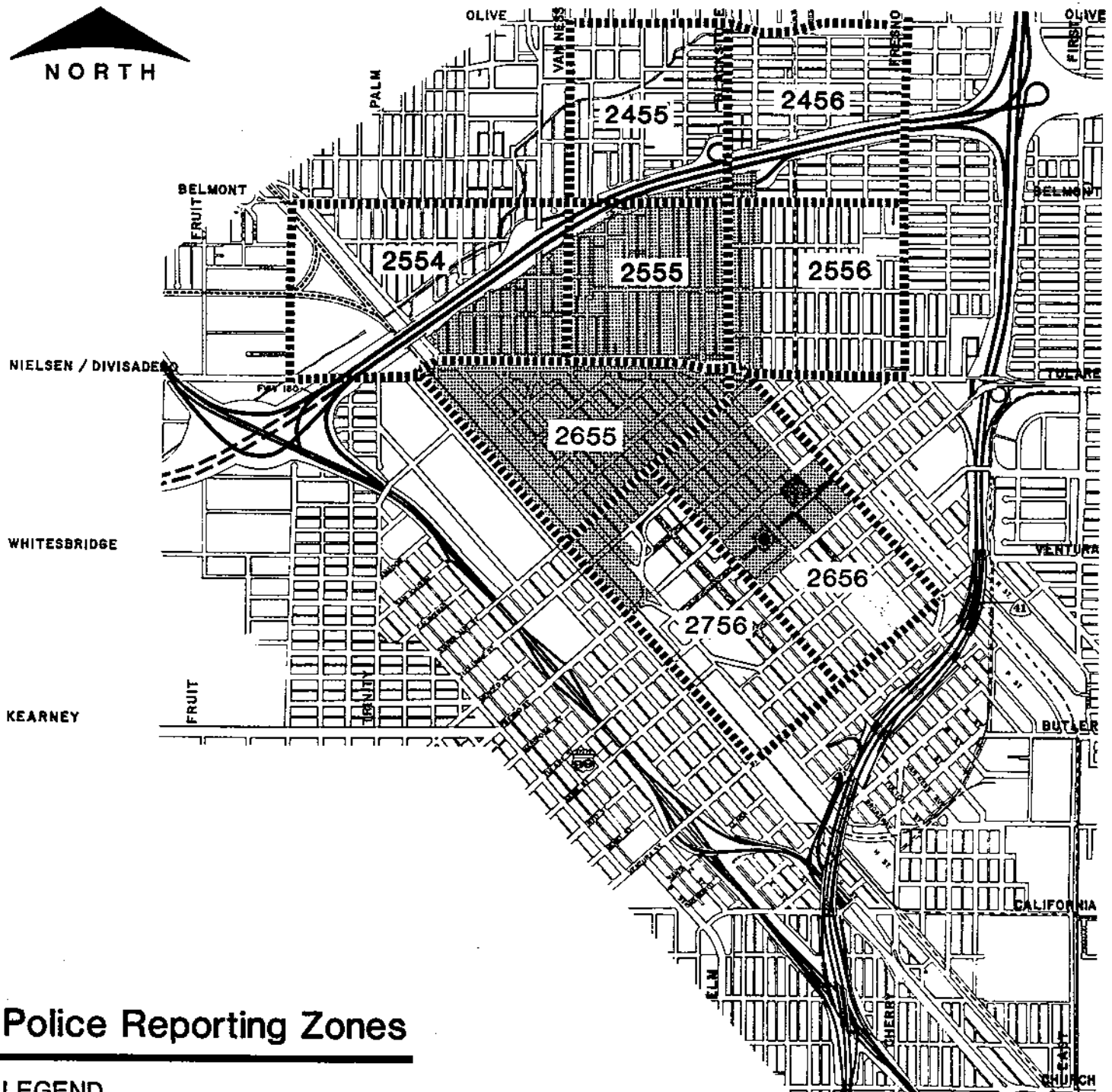
FULTON/LOWELL SPECIFIC PLAN

City of



DEVELOPMENT DEPARTMENT
PLANNING DIVISION

EXHIBIT NO.20



Police Reporting Zones

LEGEND

-  **2655** POLICE REPORTING ZONE AND NUMBER
-  FULTON/LOWELL SPECIFIC PLAN

Source : City of Fresno Police Department And Development Department

Fire (Experience) Statistics

Although there are no fire stations located within the Fulton-Lowell Area, there are three stations capable of responding to calls in the Area (see Exhibit No. 22). The nearest facility is Station No. 3, located at Fresno and "E" Streets, less than a mile from the study area. Station No. 4 is located at First Street and Illinois Avenue and is slightly over one mile away. These two stations are the primary respondents to a call for service. Station No. 7 is located beyond the Fulton/Lowell Area normal response range but still would be able to respond as back-up to a call for service.

Review of the numbers of calls for service in the Fulton/Lowell Area from 1988 to 1992, indicates that there is an increase since 1990 (1274) to 1991 (1428) and 1992 (1405) (see Exhibit No. 23). This same pattern was also evident on a citywide basis during the identical period of time. However, it should be noted that although the City had increased its service area, the Fulton/Lowell Area remained the same during this time with respect to size.

During this five-year period, the number of calls for service has been higher in the residential area, north of Divisadero Street, averaging 53 percent. Of particular note, is the percentage of calls for service that are classified as "fire or explosion." The residential area, during this period, has experienced a higher incidence of these calls, ranging from 61 to 72 percent. This can be attributed to the higher population in the area, the high number of substandard buildings, and children playing with matches.

Plan Approach

The plan recommends that the public services and infrastructure systems proceed with their continual maintenance, implementation of scheduled and planned improvements, and the immediate resolution of service demands and problems. As identified, the infrastructure systems in the Fulton/Lowell Area, as well as the Central Area, are of a vintage age and they are operating at or near capacity. These factors are not viewed as negative but rather as a positive indication of the continual service demands that are born from consistent, stable land uses that have the potential of growth. This is the concept employed in the Goals, Policies, and Implementation Actions for this Chapter; it recognizes that the existing infrastructure system and public services are functional but require continual maintenance, upgrading, and improvements to satisfy the current demands and future needs of the Fulton/Lowell Area.

Major growth in the Fulton/Lowell Area will require specific improvement of the infrastructure systems and public services. However, these are normally addressed in the individual projects and developments as they are proposed. The continuation of the following programs will ensure the survival of the Fulton/Lowell Area and allow a continual up-date of its infrastructure systems and public services.

- The establishment of underground utility districts for undergrounding of utility lines.
- The coordination of infrastructure replacement with major project constructions to maximize construction and budget opportunities.
- Better communication between public agencies to improve coordination of joint infrastructure improvements and projects.



FIRE STATION LOCATIONS

LEGEND

③ FIRE STATIONS SERVING THE FULTON / LOWELL STUDY AREA

--- FULTON/LOWELL SPECIFIC PLAN

FIRE SERVICE CALLS IN THE FULTON/LOWELL AREA

| CALLS FOR SERVICE BY AREA | | | | | |
|---------------------------|--------|---------|--------|---------|-------|
| YEAR | FULTON | PERCENT | LOWELL | PERCENT | TOTAL |
| 1988 | 640 | 45.7 | 761 | 54.3 | 1401 |
| 1989 | 607 | 45.7 | 721 | 54.3 | 1328 |
| 1990 | 660 | 51.8 | 614 | 48.2 | 1274 |
| 1991 | 650 | 45.5 | 778 | 54.5 | 1428 |
| 1992 | 631 | 44.9 | 774 | 55.1 | 1405 |

| CALLS FOR SERVICE BY TYPE FIRE OR EXPLOSION | | | | | |
|--|--------|---------|--------|---------|-------|
| YEAR | FULTON | PERCENT | LOWELL | PERCENT | TOTAL |
| 1988 | 40 | 30.3 | 92 | 69.7 | 132 |
| 1989 | 48 | 36.1 | 85 | 63.9 | 133 |
| 1990 | 53 | 39.0 | 83 | 61.0 | 136 |
| 1991 | 53 | 28.3 | 134 | 71.7 | 187 |
| 1992 | 51 | 38.9 | 80 | 61.1 | 131 |

- The Problem Oriented Policing (POP) Program for problem areas of residential neighborhoods.
- The support of Neighborhood Watch Program for specific neighborhood protection.

Goals, Policies, and Implementation Actions

Goal

8. Provide a comprehensive infrastructure and public service system that can accommodate existing development, improve the environment and support future growth in the Fulton/Lowell Area.

Policy

- 8-1. The City of Fresno shall assume the lead role together with other public agencies responsible for infrastructure to complete, improve and maintain the infrastructure system.

Implementation Actions

- 8-1-1. Promote inter-agency (Pacific Bell, PG&E, FMFCD, etc.) communication and coordination of all infrastructure maintenance and construction to minimize the impact on existing streets and easements and the adjacent environment.
- 8-1-2. Explore all possible funding sources, including assessment or improvement districts, to improve and increase the maintenance of streets, alleys, sidewalks, sewer, flood control facilities, water service and street landscaping.
- 8-1-3. Develop an on-going maintenance and improvement program which prioritizes improvements for the areas.
- 8-1-4. Develop an effective alley clean up and maintenance program to ensure the safety and usability of alleys.
- 8-1-5. Require street and median island landscaping to ensure protection of residential properties from nonresidential uses and major streets.
- 8-1-6. Require the undergrounding of all utilities to improve the aesthetic quality of the visual environment.

Policy

- 8-2. Improve police protection, fire protection, and school facilities.

Implementation Actions

- 8-2-1. Develop and maintain a strong partnership with the Police Department to encourage citizen awareness, proactive involvement, and implementation of special police programs such as "POP" (Problem Oriented Policing).
- 8-2-2. Increase the physical presence of Police by encouraging the location of satellite police stations in residential areas and any other high crime areas.
- 8-2-3. Advocate compliance with fire safety regulations and encourage regular fire inspections with fire safety orientations, particularly in the residential areas.
- 8-2-4. Promote a yearly review of the service capabilities of the Fire Department and their range of service and response time.
- 8-2-5. Coordinate City sponsored programs with after-school recreation activities offered by the Fresno Unified School District.
- 8-2-6. Support the programs amenities and development plans of Lowell Elementary School, particularly its "recreation open space" qualities.

6.0 HISTORIC PRESERVATION

Background

Historic preservation in the City of Fresno was established in September of 1977 with the Council's appointment of the Historic Preservation Commission after the adoption of the Historic Preservation Element of the Fresno-Clovis Metropolitan Area General Plan in March of 1977. In 1979 the Preservation of Historic Structures Ordinance was adopted as the main implementation device for preservation policy locally. A survey in 1981 of over 2,000 structures resulted in the placement of 161 structures on the Local Official Register of Historic Resources, of which 112 of these structures were located in the Central Area (containing the Fulton/Lowell Area), including 17 that are also listed on the National Register of Historic Places.

Specifically, the Fulton/Lowell Area contains 57 historic structures, including six additions (Local Register), since 1989 and six listed on the National Register. To date, two of the 57 historic structures has been demolished in the Fulton/Lowell Area. These were the Hangar Home at 1820 San Joaquin Street and the Hoover Residence at 1552 "L" Street. The six historic structures listed on the National Register include the Einstein Home, YWCA Residence Hall, Romain Home, Fresno Bee Building, Warnors Theater; and the Water Tower (Exhibit No. 24 and 24a--listing of all structures).

A Supplementary Historic Building Survey, Historic Resources Survey (Ratkovich Plan), was completed in September of 1994 by architectural historian John Edward Powell. The Survey reconsidered structures that were overlooked in the previous surveys and identified many of them as potential structures for both the Local Register and the National Register. In addition to the structures, the Survey also identified potential Historic District locations that were possible candidates for formation. In the Fulton/Lowell Area, the Survey identified 13 potential additions for the Local Register, seven potential additions for the National Register, and two possible Historic Districts locations--one north and one south of Divisadero Street (see Appendix 3).

Plan Approach

The Plan supports and recommends an increased emphasis on historic preservation in the Fulton/Lowell Area. High priority should be given to the rehabilitation and restoration of historic structures, neighborhoods, and districts, including incentives whenever possible. Historic preservation programs should also be identified and incorporated to assist the rehabilitation and restoration efforts to ensure that all improvements are authentic architecturally and meet current building code standards, including the provisions of the State

FULTON/LOWELL STUDY AREA HISTORICAL STRUCTURES

| | |
|------------------|---|
| FL-1 (HP-13) | Bethel Lutheran Church 183 North Broadway Street |
| FL-2 (HP-135) | The Cobb Home 271 North Yosemite Avenue |
| FL-3 (HP-138) | The Wishon Home 340 North Fulton Avenue |
| FL-4 (HP-205)** | The Porter-Barnard Home 320 North Fulton Avenue |
| FL-5 (HP-142) | The McIndoo Home 310 North Fulton Avenue |
| FL-6 (HP-139) | The Farr Home 245 North Fulton Avenue |
| FL-7 (HP-140) | The Alexander Home 235 North Fulton Avenue |
| FL-8 (HP-204)** | The Ira Brooks Home 226 North Fulton Avenue |
| FL-9 (HP-194)** | The Thomas Cowan Home 153 North Yosemite Avenue |
| FL-10 (HP-143) | The McAlpine Home 171 North Van Ness Avenue |
| FL-11 (HP-192)** | The Barkalew Home 153 North Van Ness Avenue |
| FL-12 (HP-202)** | The Moore-Koop Home 258 North College Avenue |
| FL-13 (HP-33) | The Cowdrey Home 330 North Park Avenue |
| FL-14 (HP-178) | The Ohannesian Residence 1225 Divisadero Street |

| | |
|----------------|--|
| FL-15 (HP-15) | The Woolfolk Residence 267 North San Pablo Avenue |
| FL-16 (HP-14) | The Spencer Home 395 North San Pablo Avenue |
| FL-17 (HP-34) | The Cardwell Home 357 North Glenn Avenue |
| FL-18 (HP-35) | The Thompson Home 274 North Glenn Avenue |
| FL-19 (HP-36) | The Hines Home 333 North Blackstone Avenue |
| FL-20 (HP-37) | The Griffen Home 319 North Blackstone Avenue |
| FL-21 (HP-38) | The Brix Home 313 North Blackstone Avenue |
| FL-22 (HP-144) | The Graff House (The White House) 916 Divisadero Street |
| FL-23 (HP-153) | King Solomon Lodge 11 San Pablo Avenue |
| FL-24 (HP-112) | The Helm Home (Alamo House) 1749 "L" Street |
| FL-25 (HP-117) | The Newman Residence 1743 "L" Street |
| FL-26 (HP-113) | The Long (or Black) Home 1727 "L" Street |
| FL-27 (HP-118) | The Towne Apartment 1717 "L" Street |
| FL-28 (HP-114) | The Bean Home 1705 "L" Street |
| FL-29 (HP-115) | The Kutner Home 1651 "L" Street |

| | |
|-------------------|--|
| FL-30 (HP-116) | The Thomas Home 1641 "L" Street |
| FL-31 (HP-8)* | The Einstein Home (Y.W.C.A. Activity Building) 1600 "M" Street |
| FL-32 (HP-9)* | Y.W.C.A. Residence Hall 1660 "M" Street |
| FL-33 (HP-154) | First Church of Christ, Scientist 1615 "N" Street |
| FL-34 (HP-155) | Temple Beth Israel 2336 Calaveras Street |
| FL-35 (HP-149) | The Gundelfinger Home 2201 Calaveras Street |
| FL-36 (HP-150) | The Swift Home 1605 "L" Street |
| FL-37 (HP-147)* | The Romain Home 2055 San Joaquin Street |
| FL-38 (HP-146) | Sadler Office Supply 1717 Van Ness Avenue |
| FL-39 (HP-61) | The Rainbow Ballroom 1725 Broadway Street |
| FL-40 (HP-141)*** | The Hangar Home 1820 San Joaquin Street |
| FL-41 (HP-141)** | The Levinson Home 1636 Broadway Street |
| FL-42 (HP-164) | Theatre 3 1544 Fulton Street |
| FL-43 (HP-119)* | Fresno Bee Building Calaveras and Van Ness Streets |
| FL-44 (HP-165) | Wilson Theatre Building 1445-1463 Fulton Street |

| | |
|-------------------|---|
| FL-45 (HP-120) | Pacific Gas & Electric Building 1401 Fulton Street |
| FL-46 (HP-7)* | Warnors Theatre 1400-1430 Fulton Street |
| FL-47 (HP-152) | The Nestel Home 1527 "L" Street |
| FL-48 (HP-16) | Scottish Rite Temple 1455 "L" Street |
| FL-49 (HP-151)*** | The Hoover Residence 1552 "L" Street |
| FL-50 (HP-20) | The McVey Homes (1 of 2) 1322-1326 "N" Street |
| FL-51 (HP-21) | The McVey Homes (2 of 2) 1322-1326 "N" Street |
| FL-52 (HP-52)* | Fresno Memorial Auditorium 1230 "N" Street |
| FL-53 (HP-49) | Fresno City Hall 2326 Fresno Street |
| FL-54 (HP-1)* | Water Tower 2444 Fresno Street |
| FL-55 (HP-53) | Former Fresno Unified School Dist. Ofc. 2348 Mariposa Street |
| FL-56 (HP-50) | United States Post Office 230 Tulare Street |
| FL-57 (HP-17) | Hall of Records 2281 Tulare Street |

* Listed on National Register

** Additions to Local Register since 1989

*** Units demolished

of California's Historical Building Codes. Design alternatives should also be developed to assist in the resolution of building code problems associated with the rehabilitation and restoration of a structure. Other incentives can also be considered for associated historic features such as site/property improvements, including landscaping, street lights, street and pedestrian furniture, as well as historic markers or plaques to commemorate significant historic sites and provide information to potential visitors. A facade easement program can be utilized effectively on such streets as Fulton and Van Ness, north of Divisadero, to create a unique physical as well as a visual environment.

Further, the plan also supports the recommendations of the Powell Surveys to pursue the development of the North Park Historic District, north of Divisadero Street, and the L Street Historic District to the South, in conjunction with the structure applications to the Local and National Registers.

Goals, Policies, and Implementation Actions

Goal

9. Achieve historic preservation through the conservation and revitalization of historically and architecturally significant structures, resources, and districts within the Fulton/Lowell Area.

Policy

- 9-1. Develop a master plan for historic preservation.

Implementation Actions

- 9-1-1. Maintain a current list of structures, resources and districts to be considered for historic designation.
- 9-1-2. Promote additional surveys, as needed, to maintain a current profile of an historic resources inventory.
- 9-1-3. Develop priorities for historic preservation issues in coordination with the Historic Preservation Commission to ensure appropriate identification and implementation.

Policy

- 9-2. Preserve and maintain historically and architecturally significant structures, resources, and districts.

Implementation Actions

- 9-2-1. Establish development guidelines that will encourage retention and restoration of existing historic structures and ensure their architectural integrity.

- 9-2-2. Provide in-fill sites for compatible new or move-on historic structures.
- 9-2-3. Provide public programs and incentives for historic restoration or rehabilitation, especially high profile structures such as the Water Tower.
- 9-2-4. Encourage the incorporation, as well as the integration, of historic structures with new developments.
- 9-2-5. Promote the use of federal and/or state historic preservation programs such as the "Historic Facade Easements" program.

Policy

- 9-3. Form historic districts to preserve and enhance contributing historic features.

Implementation Actions

- 9-3-1. Form historic districts including those identified in the "Supplementary Historic Building Survey" by John Edward Powell for the City of Fresno.
- 9-3-2. Identify and inventory all contributing historic resources for preservation and incorporation into new developments.

7.0 CULTURAL ARTS AND ENTERTAINMENT

Background

The Fulton/Lowell Area, as part of the Central Area, is located at the heart of cultural arts and entertainment activities which is the lifeblood of the City of Fresno. Since the inception of the Cheney Plan in 1918, the Central Area has always retained the distinction of containing Fresno's primary cultural growth and activities. Today, the Central Area still contains the majority of the primary cultural arts and public entertainment facilities serving the Fresno-Clovis Metropolitan Area.

Specific cultural arts and entertainment facilities located in the Fulton/Lowell Area include the Veterans Memorial Auditorium (containing the Legion of Valor Museum, Fresno Children's Playhouse, and the Fresno Art Council), Eaton Plaza and Fresno Water Tower, Fresno County Main Library, Fresno County Courthouse Park, Warnors Theater, Wilson Theater, Theatre 3, Fresno Metropolitan Museum, Rainbow Ballroom, African American Museum/Cultural Center, Arte Americas Museum/Cultural Center, Valley Public Television (KVPT Channel 18), and the YMCA Recreation and Mixed Use Facilities (Exhibit No. 25).

A specific concern is the lack of coordination of cultural arts and entertainment activities in the overall community through a single entity (art council, commission, task force, etc.) to support, organize, coordinate, and promote cultural arts and entertainment, especially on a regional basis, in the Central Area and the Fulton/Lowell Area south of Divisadero Street. There is interest and a strong potential for continued growth and the establishment of a cultural and entertainment area emphasizing regional service. However, without an appropriate organizational structure, the full potential of such cultural and entertainment activities may not be realized.

The positive blight clean-up and business promotion efforts of neighborhood "grass roots" organizations such as the Cultural Arts District Association, consisting of representatives from businesses located on the Van Ness/Fulton corridors (from Divisadero to Tuolumne) should be recognized by the Fulton/Lowell Specific Plan Implementation/Project Review Committee and their concerns included in the planning and development of the Fulton/Lowell Plan Area.

Plan Approach

The Plan supports the development of a comprehensive environment for cultural arts and entertainment opportunities in the Fulton/Lowell Area. It specifically encourages the preservation and restoration of existing public cultural arts and entertainment facilities,

especially those with a citywide (regional) identity. The Plan also supports the concept of a single entity to oversee the cultural arts and entertainment activities to ensure a coordinated comprehensive environment, particularly in the development the Fulton Street Corridor known as the "Bright Lights" Entertainment District in the Central Area Community Plan. The development of a regional "Cultural Arts/Entertainment Strategy" would further enhance the focus for regional serving uses and assist in the establishment of guidelines for the restoration, promotion, coordination, and administration of all cultural arts and entertainment activities, as well as the facilities, for the Fulton/Lowell and the Central Areas.

Further, the Plan is very supportive of private sector cultural arts and entertainment programs, especially the expansion of existing programs and facilities. The proposed expansion plans of the Fresno Metropolitan Museum, Arte Americas Museum and Valley Public Television (KVPT Channel 18) are examples of this private sector classification. Every effort should be made to encourage and support the development of the proposed expansions. The City should provide the assistance necessary to ensure their implementation.

Furthermore, the Plan also encourages the development of a Mixed Use Ordinance to allow the formulation of an environment that affords the opportunity for artists, crafts people and other people of similar occupations to combine their place of residence with their place of work in the Commercial/Mixed Use Areas.

Goals, Policies, and Implementation Actions

Goal

10. Foster a comprehensive environment for cultural arts education and entertainment opportunities in the Fulton/Lowell Area.

Policy

- 10-1. Promote and support the continual improvement of public and private cultural and entertainment facilities, activities, and programs on a local as well as a regional basis, with priority given to locations south of Divisadero.

Implementation Actions

- 10-1-1. Promote the preservation, restoration, and enhancement of public cultural art and entertainment facilities such as the Memorial Auditorium, Eaton Plaza, Fresno Water Tower, Courthouse Park, State Building mural and sculptures and the County Main Library.
- 10-1-2. Support the improvement and private expansion of cultural art and entertainment facilities, particularly the proposed expansion plans for the Fresno Metropolitan Museum, Arte Americas Museum, and Valley Public Television (KVPT Channel 18).
- 10-1-3. Encourage the maintenance and expansion of the Fulton Street entertainment

corridor which houses the Warnors Theater, Wilson Theater, and Theatre 3.

- 10-1-4. Provide incentives that support and encourage cultural art activities and programs at both the public and private levels.
- 10-1-5. Encourage mutual cooperation and the establishment of partnerships between public and private organizations for support and the pooling of their resources to advance programs in the cultural arts.
- 10-1-6. Promote ethnic diversity through the observation of cultural events, festivals, and holidays.

Policy

- 10-2. Establish an environment that affords artists, crafts people and entertainers the option to combine their place of residence with their place of work.

Implementation Actions

- 10-2-1. Establish specific areas where artisans can live and work (studio) in one structure on the same lot.
- 10-2-2. Develop a Mixed Use Ordinance in conjunction with the amendment of building and zoning codes, to allow artists, crafts people and entertainers to have studios where they can live, as well as exhibit, sell or demonstrate their art.

8.0 SPECIAL ISSUES

BLIGHT REMOVAL

Background

This chapter addresses blight removal in the Fulton/Lowell Area. Blight in the Fulton/Lowell Area is characterized by a wide spectrum of physical and visual conditions including older residential, commercial, and light industrial areas with poor interface, conflicting land use conditions and circulation patterns. The numerous new or rehabilitated structures in the Fulton/Lowell Area are impacted by the blighted condition of older structures, aging infrastructure, and under utilized properties. The overall image of the area, its services, and facilities has suffered as a result of these blighting conditions.

The conditions of blight, due to land use, are different north and south of Divisadero Street. On the north, the predominate land use is residential with strips of commercial and commercial-related uses along its major corridors. Blight in this area can be associated with the physical deterioration of residential and non-residential structures that are neglected, vacant, or have been abandoned. A Building Quality Survey conducted in 1993, indicated that approximately 79 percent of the residential and 68 percent of the non-residential structures were in need of "major" rehabilitation. Unkept yards and storefronts, illegal fences, and unscreened outdoor storage contribute to the visual blight in this area.

In the area south of Divisadero Street, blight is primarily associated with non-residential uses such as neglected commercial (business) storefronts, poorly maintained business/office buildings, boarded-up vacant buildings, abandoned buildings, vacant lots, and lack of street maintenance and landscaping. There is a limited number of residential dwellings in this area. Residential structures that are present are primarily older dwellings (in need of major rehabilitation) that were bypassed by development during the growth of this particular section of the Fulton/Lowell Area. However, approximately 68 percent of the non-residential structures are in the major rehabilitation category and 1.4 percent require demolition.

Neighborhood revitalization has been associated with the Fresno Department of Housing and Neighborhood Revitalization which is responsible for neighborhood revitalization programs in the Fulton/Lowell Area. Prior to present revitalization efforts, the only organized revitalization programs were neighborhood clean-up, fix-up, and paint programs which only had a limited impact on blight and revitalization.

Plan Approach

The Plan supports and encourages the development of assistance programs and proactive code enforcement to implement blight removal and neighborhood revitalization programs in the Fulton/Lowell Area. Image and media coverage are very important elements in the development of the neighborhoods and should be addressed accordingly, particularly visual aesthetics in relation to the beautification of all major entrances into the Fulton/Lowell Area.

The Plan also supports the implementation of neighborhood revitalization programs by the Housing and Neighborhood Revitalization Department. These programs will have a significant impact on the amount of blight removed and the size of the neighborhood revitalized. It will further assist in the development of a potential maintenance ordinance, architectural design guidelines, and a stronger public/private partnership for neighborhood revitalization.

Furthermore, the Plan supports the consideration of the preparation of a redevelopment plan for the Fulton/Lowell Area if future development and economic trends requires the use of the redevelopment process to assist in the implementation of the proposals of the Fulton/Lowell Specific Plan. However, the Fulton/Lowell Specific Plan Citizens Advisory Committee has expressed concerns about the redevelopment process, particularly "eminent domain" in association with individual property rights and the use of accumulated tax increment funds outside of the project areas.

Goals, Policies, and Implementation Actions

Goal

11. Improve the image, perception and physical environment of the Fulton/Lowell Area through blight removal and neighborhood revitalization.

Policy

- 11-1. Promote assistance programs that improve neighborhood image and encourage positive media coverage.

Implementation Actions

- 11-1-1. Remove blight through pro-active code enforcement (building code, illegally parked cars, illegal fences, etc.).
- 11-1-2. Beautify all major entrances (entryways/gateways).
- 11-1-3. Establish a proactive neighborhood policing program to ensure code compliance and support code enforcement.

Policy

- 11-2. Encourage public/private partnerships for neighborhood improvement and revitalization.

Implementation Actions

- 11-2-1. Develop a maintenance ordinance in conjunction with programs that address neighborhood revitalization, especially clean-up for houses, streets, vacant lots, vacant buildings, and graffiti.
- 11-2-2. Develop architectural design guidelines to ensure the coordination of neighborhood revitalization, particularly in conjunction with zoning and land use policies.
- 11-2-3. Consider creating a redevelopment project area for the Fulton/Lowell Area to provide additional resources, tools, and authorities to assist in the resolution of physical and economic blight conditions. Implementation of the redevelopment process in the Fulton/Lowell Area can only occur in compliance with the following:
 - a. The recommendations of the Fulton/Lowell Specific Plan, including those specifically related to preservation, shall be incorporated into the redevelopment process and plan.
 - b. The "eminent domain" process shall be employed as follows:
 - Within the Fulton portion of the Plan Area, "eminent domain" may be used as a last resort after all willing buyer/willing seller options have been exhausted.
 - Within the Lowell portion of the Plan Area, the "eminent domain" process can only be used with "willing buyer" and "willing seller" situations.
 - Any businesses or residences relocated by any such action shall be treated fairly and shall be given every opportunity to stay in the Plan Area.
 - c. Tax increment funds generated in the Fulton/Lowell Area cannot be used or loaned outside of the Fulton/Lowell Area.
 - d. Members of the Fulton/Lowell Specific Plan Implementation/Project Review Committee shall participate in the redevelopment process.

BOARDING, ROOMING, AND LODGING HOUSES

Background

Boarding, rooming, and lodging houses have been a major concern the in Fulton/Lowell Area and adjacent Tower Specific Plan Area. A City staff study of boarding houses in 1993 concluded that there is an over concentration of boarding houses in these areas. This foster a concern from residents that such a high concentration of boarding houses in a small geographic area may adversely impact the stability and welfare of adjacent residences and neighborhoods.

Boarding, rooming, and lodging houses are City licensed businesses that provide shared living space in a single dwelling with a common kitchen and bathrooms. This is not to be confused with community care facilities (i.e., small family homes, group homes, adult residential care homes, and residential care homes for the elderly) which are licensed and governed by the State of California.

Other problems identified include:

- The operation of boarding houses as commercial businesses in residential zone districts.
- The number of boarding houses in a neighborhood and their close proximity to each other.
- The high number of police service calls and crime incidents associated with boarding houses.
- The lack of regulations for boarding houses and the ability to control overcrowding and substandard conditions.

On December 14, 1993, the City Council initiated the process for adoption of a proposed boarding house ordinance developed by staff based on the results of the boarding house study. However, the ordinance was delayed in the public review process and the adoption process was put on hold. The proposed boarding house ordinance, to date, has not been adopted.

Plan Approach

The Plan supports the control and regulation of Boarding houses in the Fulton/Lowell Area. There is a need to recognize the commercial nature of boarding house operations and their cumulative impacts on a neighborhood, especially a neighborhood with a high concentration of boarding houses. It also concurs with the necessity to control the land use through a Conditional Use Permit to regulate its actives, conditions of operation, and impact on the neighborhood. Specifically, there should be a sunset clause for existing unregulated boarding houses; a minimum distance between boarding houses; and an equitable redistribution of boarding houses in other parts of the City.

The Goals, Policies, and Implementation Actions of this chapter reflect these concerns and parallel the concept and regulations of the proposed Boarding House Ordinance. The Plan recognizes the necessity to protect both the right to operate a boarding house and the environment of a neighborhood by regulation through an ordinance. It promotes the development, adoption and implementation of an ordinance for all boarding houses in the City.

Goals, Policies, and Implementation Actions

Goal

12. Regulate new and existing boarding, rooming, and lodging, houses in the Fulton/Lowell Area.

Policy

- 12-1. Develop, adopt, and implement a policy and Zoning Ordinance amendment to regulate boarding, rooming, and lodging houses.

Implementation Action

- 12-1-1. Identify problems associated with boarding, rooming, and lodging houses through a combined public/private neighborhood study to identify a comprehensive (regulatory) policy and necessary zoning ordinance amendments to ensure conformity.
- 12-1-2. Develop, adopt, and implement a regulatory policy for boarding, rooming, and lodging houses that addresses the following concerns:
 1. Develop a definition that is consistent and identifiable for boarding, rooming, and lodging houses.
 2. Require a conditional use permit for all boarding, rooming, and lodging houses in all zones of the City to control consistency of the use and protect not only the residents of these facilities but adjacent property owners as well.
 3. Establish a "sunset" clause that would permit only one amortization period of one year for boarding, rooming, and lodging houses that are operating without a conditional use permit after adoption of a regulatory policy.
 4. Expand boarding, rooming, and lodging houses into other areas to prevent over concentration in one area of the City and ensure an equitable redistribution of this land use.
 5. Set a minimum distance between boarding, rooming, and lodging houses to ensure the distribution of these facilities in a neighborhood.

SIGNAGE

Background

Signage in the Fulton/Lowell Area, is an issue of concern and controversy that is directly related to an understanding of the purpose and function of signs. Signage can consist of a multitude of signs including public, private, and even billboards. Unfortunately, it is the over concentration of business signs on the commercial corridors, the lack of or inadequate public directional signs on major streets, and the over-powering billboards adjacent to residential neighborhoods that provide the "ever-lasting" negative impressions of signage.

The location of the Fulton/Lowell Area within the Central Area further complicates the signage issue by adding the sign problems of an urban environment that is the center of government services and associated activities that are both public and private. The irregular alignment of streets and the number of one-way streets in the circulation pattern of the Central Area also contribute to the signage problems.

There is a need in the Fulton/Lowell Area, as well as the Central Area, to control and resolve the negative aspects of problem signage and promote a positive (visual) image of an attractive and well organized urban environment. The City of Fresno is presently in the process of conducting a city wide sign survey in support of a amendment to the Fresno Sign Ordinance which is anticipated to be completed in 1996.

Plan Approach

The Plan promotes the development of a visual blight free environment that employs the use of well-designed and aesthetically-pleasing signs in advantageous locations to improve public service, safety, and image in the Fulton/Lowell Area. It also supports the development and adoption of a new sign ordinance for the City.

Specifically, guidelines should be developed to address the following signage issues:

- Regulate excessive use of private business signs on all major commercial corridors in the Fulton/Lowell Area.
- Coordination of all signage in the Fulton/Lowell Area to develop identity and improve image.
- Ensure proper use, location, and adequate amount of public signage such as street and directional signs.
- Regulation of specific sign design, lighting, and placement, particularly adjacent to residential neighborhoods.
- Prohibit new billboards and development amortization period to encourage removal of existing billboards.

Goals, Policies, and Implementation Actions

Goal

14. Create a "visual blight free" environment that employs aesthetically-pleasing, well-placed signage to enhance public safety and improve the overall image of the Fulton/Lowell Area.

Policy

- 14-1. Require new sign permits to be reviewed by the Fulton/Lowell Specific Plan Implementation/Project Review Committee, including street and directional signs.

Implementation Actions

- 14-1-1. Develop specific guidelines that regulate the type, material, color, shape, and placement of all new signage in both residential and non-residential areas.
- 14-1-2. Prohibit the erection of new billboards and establish reasonable amortization periods for their removal.
- 14-1-3. Support and encourage the accelerated development and adoption of the new sign ordinance for the City of Fresno.

9.0 IMPLEMENTATION

The preparation of the Fulton/Lowell Specific Plan was a major task that represents a serious commitment from both the public and private sectors to establish and maintain comprehensive land use and revitalization goals, policies and implementation actions to address and regulate the array of problems, issues, and specific needs confronting the Fulton/Lowell Area. Adoption of the Specific Plan, including this implementation chapter as a component of the Plan, provides a clear framework and requirements to guide community related decisions which are supported by a legislative commitment from the City to actively support the necessary steps to accomplish these tasks.

To ensure that the Fulton/Lowell Specific Plan (after adoption) is effective, the following is an overview of support actions necessary for its implementation in a comprehensive manner.

Citizen Participation, Implementation/Project Review Committee, and Plan Management

To ensure that the Fulton/Lowell Specific Plan remains an active concern of the City of Fresno and its implementation proceeds in a vigorous and timely manner, continuous citizen participation, and a advisory role is necessary in the implementation process. The formation, appointment, qualifications, and duties of a citizens advisory committee should be accomplished as follows:

- Within 30 days after the adoption of the Fulton/Lowell Specific Plan, a committee shall be formed and called the Fulton/Lowell Specific Plan Implementation/Project Review Committee (the "Committee"). The Committee shall be appointed pursuant to the planning guidelines of the Local Planning and Procedures Ordinance. Members, in good standing, of the Fulton/Lowell Specific Plan Citizens Advisory Committee shall be given priority in consideration for appointment to the proposed Implementation/Project Review Committee.
- The Fulton/Lowell Specific Plan Implementation/Project Review Committee shall review and monitor the implementation of the Fulton/Lowell Specific Plan. The Committee shall make recommendations to city staff, the Planning Commission, City Council, and any other appropriate commission or advisory body regarding the implementation of the Fulton/Lowell Specific Plan. Specifically, the Committee shall do the following:

1. On or before December 1 of each year, the Committee shall present to the City Council a report which contains a performance evaluation of the Plan. If the Committee concludes that amendments to the Plan are needed to better address community issues and concerns stated in the Plan, the Committee should submit the proposed amendments to the City Council so that they can be considered for initiation by the City Council.
2. On or before April 1 of each year, the Committee shall make recommendations to the City Council on the priority of the plan implementation measures that should be pursued and considered as part of the City's budget process.
3. The Committee shall review and make recommendations on plan amendments, development entitlements (including building, demolition, and sign permits), and site plan review applications in the Fulton/Lowell Specific Plan Area.

Plan Conformance, Land Use, and Zoning

All development entitlement and special permits must be found to be in compliance with applicable plans, policies and implementation actions of the Fulton/Lowell Specific Plan in accordance with the Local Planning and Procedures Ordinance (Chapter 12, Article 6, of the Fresno Municipal Code). Development entitlement and special permits for the development of zoning inconsistent with the plan shall require approval by the Planning Commission or City Council (when appealed) with public notice provided pursuant to Fresno Municipal Code Section 12-401.

All land use and zoning designations in the Fulton/Lowell Specific Plan shall be consistent with the following Plan Designation/Zone District Consistency Table.

| <u>Plan Designation</u> | <u>Zone District</u> |
|--|---|
| Residential (Single-Family) (Multiple-Family) | R-1, R-1-C/PD, R-1/PD *R-2-A, *R-2, *R-P, *R-3-A, *R-3, *R-4 |
| Commercial/Mixed Use Level 1 Commercial/Mixed Use Level 2 | R-1, **R-2, R-P, C-P, ***C-1, ***C-5, O R-1, R-2, R-3, R-4, R-P, C-P, C-1, C-2, C-4, C-5, C-6, C-R, C-M, M-1, CC, CCO, P, O |
| Industrial | C-M, M-1, M-2, P, O |
| Government Facilities | CC, CCO, P, O, and others as permitted by Zoning Ordinance |
| Park/Open Space | P, O |

* Existing multiple-family units only (replacement only of existing units).

** New multiple family units (to fill percentage quota only at R-2 Zone density).

*** Listed uses only with an approved conditional use permit.

Further, the plan identifies and recommends the need to develop and adopt a Mixed Use Ordinance in order to permit the zone districts identified in the Commercial/Mixed Use Level 1 and 2 Plan Designations recommended. Presently, multiple-family residential and non-residential uses are permitted together only in the R-P and C-P Zone Districts with a conditional use permit and in the C-4 Zone District by right.

Historic Resources and Programs

The Fulton/Lowell Specific Plan Citizens Advisory Committee expressed great concern about the necessity to preserve the historic resources and any supporting programs in the Fulton/Lowell Area. It is the recommendation of this plan, as identified in Chapter 6.0 Historic Preservation, that the historic structures and districts identified in John Edward Powell's Historic Resources Survey be supported and targeted for implementation. Specifically, the Implementation/Project Review Committee should initiate a program to pursue the necessary requirements to place the historic structures on the appropriate registers and form the two historic districts identified as North Park Historic District and "L" Street District (see Appendix 3).

Internal Coordination of Departments and External Coordination of Public Agencies

A point of concern emphasized by the Fulton/Lowell Specific Plan Citizens Advisory Committee is the importance of internal coordination of departments and external coordination of public agencies. There is a need to ensure that a communication system is in place to coordinate the internal departments of the City with other public agencies in the functions and tasks associated with plan management and implementation, especially multi-agency improvements. The coordination of infrastructure improvements are a good example of this concern. There is a tremendous opportunity for the City, as the lead agency, to coordinate the improvement of many infrastructure systems (PG&E, Pacific Bell, etc.) in conjunction with sewer or water line replacement projects. The success and speed of plan implementation is directly dependent on this system of communication and coordination.

It is the recommendation of this plan that the Implementation/Project Review Committee coordinate with the City to identify the specific communication network to establish such a system for management of the Fulton/Lowell Specific Plan.

10.0 APPENDICES

Appendix 1: Social/Economic Data

Appendix 2: Land Use and Zoning Information

Appendix 3: Powell Supplementary Historic Building Survey Data

Appendix 4: Letters of Request and Development Department Recommendations

Appendix 5: Related Plan Amendments to the Central Area Community Plan and Tower District Specific Plan

Appendix 6: Ordinance Adopting Draft Fulton/Lowell Specific Plan and Amending Tower District Specific Plan and Resolution Amending the Central Area Community Plan

APPENDIX 1

SOCIAL/ECONOMIC DATA

AVERAGE NUMBER OF PERSONS PER HOUSEHOLD
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| CENSUS TRACT/ BLOCK GROUP | PERSONS PER OCCUPIED HOUSING UNIT CATEGORY | | | | | AVERAGE PERSONS PER OCCUPIED HOUSING UNIT TOTAL |
|------------------------------|--|-----------------|--------------------|-----------------|-------|---|
| | SINGLE FAMILY | MULTIPLE FAMILY | | MOBILE HOMES | OTHER | |
| | | 2 TO 4 UNITS | 5 OR MORE UNITS | | | |
| CENSUS TRACT 1 | | | | | | |
| Block Group 1 | 1.00 | 3.00 | 1.74 | 0 | 0 | 1.76 |
| Block Group 2 | 4.00 | 1.33 | 1.07 | 0 | 1.26 | 1.10 |
| CENSUS TRACT 6 | | | | | | |
| Block Group 1 | 4.33 | 3.88 | 3.23 | 3.00 | 7.67 | 3.89 |
| Block Group 2 | 0 | 2.00 | 4.00 | 0 | 0 | 3.00 |
| Block Group 3 | 2.44 | 1.75 | 1.53 | 0 | 2.00 | 1.77 |
| Block Group 4 | 3.62 | 3.51 | 1.84 | 0 | 1.00 | 2.40 |
| Block Group 5 | 3.42 | 3.10 | 2.78 | 0 | 1.80 | 3.14 |
| Block Group 6 | 4.36 | 4.41 | 3.82 | 2.00 | 5.18 | 4.18 |
| TOTAL | 3.90 | 3.87 | 2.31 | 2.75 | 2.20 | 3.08 |
| | | | | | | |
| CTIY OF FRESNO | 3.06 | 2.86 | 2.47 | 1.95 | 2.77 | 2.84 |

Source: 1990 U.S. Census

VACANT HOUSING UNITS BY TYPE
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| CENSUS TRACT/ BLOCK GROUP | HOUSING UNIT TYPE | | | | | | | | | | | | |
|------------------------------|-------------------------|------|--------------------------|------|---------------------------|----------------------|--------------|--------------------|------------------------|-----|-------------------|-----|------|
| | TOTAL VACANT HOUSING | | VACANT SINGLE FAMILY* | | VACANT MULTIPLE FAMILY | | | | VACANT MOBILE HOMES | | VACANT OTHER** | | |
| | | | | | 2-4 UNITS | | 5 PLUS UNITS | | | | | | |
| | | | | | # | % OF TOT. HOUSING | # | % OF SF HOUSING | | | | | # |
| CENSUS TRACT 1 | | | | | | | | | | | | | |
| Block Group 1 | 21 | 38.2 | 2 | 68.7 | 0 | | 0 | 19 | 35.2 | 0 | 0 | 0 | 0 |
| Block Group 2 | 85 | 0 | 0 | 0 | 0 | | 0 | 85 | 21.3 | 0 | 0 | 0 | 0 |
| CENSUS TRACT 6 | | | | | | | | | | | | | |
| Block Group 1 | 19 | 8.2 | 5 | 4.8 | 11 | | 8.4 | 3 | 3.8 | 0 | 0 | 0 | 0 |
| Block Group 2 | 0 | 0 | 0 | 0 | 0 | | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Block Group 3 | 9 | 9.7 | 3 | 15.8 | 1 | | 8.3 | 5 | 8.9 | 0 | 0 | 0 | 0 |
| Block Group 4 | 42 | 8.2 | 7 | 8.2 | 21 | | 20.8 | 14 | 4.4 | 0 | 0 | 0 | 0 |
| Block Group 5 | 48 | 9.3 | 21 | 9.4 | 19 | | 13.7 | 3 | 2.7 | 0 | 0 | 3 | 18.7 |
| Block Group 8 | 70 | 7.8 | 13 | 5.5 | 31 | | 9.5 | 28 | 7.7 | 0 | 0 | 0 | 0 |
| TOTAL | 292 | 10.3 | 51 | 7.8 | 83 | | 11.8 | 155 | 11.4 | 0 | 0 | 3 | 3.9 |
| | | | | | | | | | | | | | |
| CITY OF FRESNO | 7,597 | 5.9 | 2,974 | 3.9 | 1,281 | | 7.9 | 2,970 | 9.0 | 263 | 7.1 | 129 | 8.8 |

Note: Because of rounding, percentages may not add up to 100%.

* Includes attached and detached single family housing units.

** Includes house boats, tents, vans etc.

Source: 1990 U.S. Census

YEAR HOUSING UNIT BUILT
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| CENSUS TRACT/ BLOCK GROUP | 1939 OR EARLIER | | 1940-1949 | | 1950-1959 | | 1960-1969 | | 1970-1979 | | 1980-1984 | | 1985-1988 | | 1989- MAR. 1990 | |
|------------------------------|--------------------|------|-----------|------|-----------|------|-----------|------|-----------|------|-----------|------|-----------|------|--------------------|-----|
| | UNITS | % | UNITS | % | UNITS | % | UNITS | % | UNITS | % | UNITS | % | UNITS | % | UNITS | % |
| CENSUS TRACT 1 | | | | | | | | | | | | | | | | |
| Block Group 1 | 17 | 33.3 | 7 | 13.7 | 9 | 17.6 | 5 | 9.8 | 4 | 7.8 | 9 | 17.8 | 0 | 0.0 | 0 | 0.0 |
| Block Group 2 | 201 | 45.3 | 0 | 0.0 | 0 | 0.0 | 61 | 13.7 | 102 | 41.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| CENSUS TRACT 6 | | | | | | | | | | | | | | | | |
| Block Group 1 | 33 | 11.1 | 56 | 18.9 | 93 | 31.4 | 57 | 19.3 | 49 | 16.8 | 8 | 2.7 | 0 | 0.0 | 0 | 0.0 |
| Block Group 2 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Block Group 3 | 47 | 54.0 | 10 | 11.5 | 0 | 0.0 | 30 | 34.5 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Block Group 4 | 98 | 18.1 | 80 | 14.8 | 57 | 10.5 | 65 | 12.0 | 212 | 39.1 | 30 | 5.5 | 0 | 0.0 | 0 | 0.0 |
| Block Group 5 | 178 | 38.2 | 49 | 10.5 | 154 | 33.0 | 79 | 17.0 | 6 | 1.3 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Block Group 6 | 230 | 24.6 | 76 | 8.1 | 199 | 21.3 | 179 | 19.2 | 104 | 11.1 | 19 | 2.0 | 114 | 12.2 | 13 | 1.4 |
| TOTAL | 804 | 28.5 | 278 | 9.9 | 512 | 18.2 | 476 | 16.9 | 557 | 19.8 | 66 | 2.3 | 114 | 4.0 | 13 | 0.5 |
| CITY OF FRESNO | 10,531 | 8.1 | 11,693 | 9.0 | 20,401 | 15.8 | 21,426 | 16.6 | 31,235 | 24.1 | 14,737 | 11.4 | 14,843 | 11.5 | 4,538 | 3.5 |

Note: Because of rounding, percentages may not add up to 100%.

Source: 1990 U.S. Census

OWNER/RENTER OCCUPIED HOUSING RATIOS
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| OCCUPIED HOUSING UNIT CATEGORY | CENSUS TRACT 1 | | | | | | CENSUS TRACT 6 | | | | | | | | | | | | TOTAL | | CITY OF FRESNO | |
|-----------------------------------|----------------|-------|-----|---------------|-------|-----|----------------|-------|---|---------------|-------|----|---------------|-------|-----|---------------|-------|----|-------|------|----------------------|------|
| | BLOCK GROUP 1 | | | BLOCK GROUP 2 | | | BLOCK GROUP 3 | | | BLOCK GROUP 4 | | | BLOCK GROUP 5 | | | BLOCK GROUP 6 | | | # | % | # | % |
| | # | % | # | # | % | # | # | % | # | # | % | # | # | % | # | # | % | # | | | | |
| SINGLE FAMILY | 0 | 0 | 0 | 1 | 50.0 | 24 | 78 | 78.0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 236 | 37.8 | 54,234 | 74.7 |
| Owner Occupied: | 1 | 100.0 | 1 | 1 | 50.0 | 78 | 78 | 78.0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 388 | 82.2 | 18,321 | 25.3 |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | | | | |
| MULTIPLE FAMILY | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 15 | 2.4 | 721 | 5.0 |
| Owner Occupied: | 1 | 100.0 | 3 | 3 | 100.0 | 108 | 108 | 100.0 | 1 | 1 | 100.0 | 15 | 15 | 100.0 | 0 | 0 | 0 | 0 | 607 | 87.8 | 13,830 | 85.0 |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | 12 | 1.0 | 443 | 1.5 |
| 5 OR MORE UNIT | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1,164 | 85.0 | 28,433 | 85.5 |
| Owner Occupied: | 35 | 100.0 | 315 | 315 | 100.0 | 77 | 77 | 100.0 | 1 | 1 | 100.0 | 51 | 51 | 100.0 | 11 | 11 | 100.0 | 9 | 27 | 1.5 | 1,184 | 2.8 |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | 1,801 | 88.5 | 43,283 | 97.4 |
| TOTAL MULTIPLE FAMILY | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | | | |
| Owner Occupied: | 38 | 100.0 | 318 | 318 | 100.0 | 183 | 183 | 100.0 | 2 | 2 | 100.0 | 68 | 68 | 100.0 | 2 | 2 | 100.0 | 0 | 1 | 25.0 | 2,934 | 85.1 |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | 3 | 75.0 | 514 | 14.9 |
| MOBILE HOME OR TRAILER | 0 | 0 | 0 | 0 | 0 | 1 | 33.3 | 33.3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | | | |
| Owner Occupied: | 0 | 0 | 0 | 0 | 0 | 2 | 66.7 | 66.7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 | 5.4 | 408 | 28.8 |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | 70 | 84.6 | 988 | 70.4 |
| OTHER | 0 | 0 | 1 | 2.9 | 97.1 | 3 | 100.0 | 100.0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 288 | 10.8 | 59,740 | 48.2 |
| Owner Occupied: | 0 | 0 | 33 | 97.1 | 97.1 | 25 | 83.3 | 83.3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2,282 | 89.4 | 63,067 | 51.8 |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | | | | |
| TOTAL OCCUPIED HOUSING UNITS | 0 | 0 | 2 | 0.6 | 99.4 | 284 | 91.3 | 91.3 | 2 | 2 | 100.0 | 77 | 77 | 100.0 | 13 | 13 | 100.0 | 10 | 2,530 | | 121,807 | |
| Owner Occupied: | 37 | 100.0 | 352 | 98.4 | 98.4 | 284 | 91.3 | 91.3 | 2 | 2 | 100.0 | 77 | 77 | 100.0 | 13 | 13 | 100.0 | 10 | | | | |
| Renter Occupied: | | | | | | | | | | | | | | | | | | | | | | |
| TOTAL | 37 | | 354 | | | 289 | | | 2 | | | 64 | | | 447 | 848 | | | | | | |

Note: Because of rounding, percentages may not add up to 100%.

Source: 1990 U.S. Census

EMPLOYMENT STATUS
(Persons 16 Years and Over)
CENSUS BLOCK GROUPS
FULTON/LOWELL AREA AND CITY OF FRESNO
APRIL 1, 1990

| CENSUS TRACT/ BLOCK GROUP | MALE | | | | | | FEMALE | | | | | | TOTAL | | | | | |
|--|-------------------------------------|---|---------------------------------|---|--------------------------------------|---|-----------------------------------|---|--------------------------------|-------------------------------------|-------------------------------------|---|---------------------------------------|---|-----------------------------------|--|---------------------------------------|---|
| | IN THE LABOR FORCE | | | NOT IN LABOR FORCE | | | IN THE LABOR FORCE | | | NOT IN LABOR FORCE | | | IN THE LABOR FORCE | | | NOT IN LABOR FORCE | | |
| | EMPLOYED | | UNEMPLOYED | # | % | EMPLOYED | | UNEMPLOYED | # | % | EMPLOYED | | UNEMPLOYED | # | % | EMPLOYED | | UNEMPLOYED |
| | # | % | # | | | % | # | % | | | # | % | # | | | % | # | % |
| CENSUS TRACT 1 Block Group 1 Block Group 2* | 5 22 | 41.7 75.9 | 7 7 | 58.3 24.1 | 30 1784 | 71.4 98.4 | 6 20 | 100.0 60.6 | 0 13 | 0 39.4 | 4 449 | 40.0 93.2 | 11 42 | 61.1 67.7 | 7 20 | 38.9 32.3 | 34 2233 | 65.4 97.3 |
| CENSUS TRACT 6 Block Group 1 Block Group 2 Block Group 3 Block Group 4 Block Group 5 Block Group 6 | 153 0 44 214 273 423 | 63.5 0 84.6 82.3 74.2 78.8 | 88 0 8 46 95 114 | 36.5 0 15.4 17.7 25.8 21.2 | 164 0 154 191 182 400 | 40.5 0 74.8 42.4 33.1 42.7 | 30 17 63 97 93 176 | 49.2 100.0 100.0 46.0 100.0 64.9 | 31 0 0 114 0 95 | 50.8 0 0 54.0 0 35.1 | 203 0 69 348 281 737 | 76.9 0 52.3 62.3 75.1 73.7 | 183 17 107 311 366 599 | 60.6 100.0 93.0 66.0 79.4 74.1 | 119 0 8 160 95 209 | 39.4 0 7.0 34.0 20.6 25.9 | 367 0 223 539 463 1137 | 54.9 0 66.0 53.4 50.1 58.5 |
| TOTAL | 1,134 | 75.7 | 365 | 24.3 | 2,905 | 66.0 | 502 | 66.5 | 253 | 33.5 | 2,091 | 73.5 | 1,636 | 72.6 | 618 | 27.4 | 4,996 | 68.9 |
| CITY OF FRESNO | 75,485 | 90.9 | 7,540 | 9.1 | 36,085 | 30.3 | 64,516 | 92.2 | 5,492 | 7.8 | 62,282 | 47.1 | 140,001 | 91.5 | 13,032 | 8.5 | 98,367 | 39.1 |

* Includes Fresno County jail facilities.

Note: Because of rounding, percentages may not add up to 100%.

Source: 1990 U.S. Census

APPENDIX 2

LAND USE AND ZONING INFORMATION

Land Use and Zoning Information

The following information is presented as a guide to maintain and develop a comprehensive land use environment that will minimize land use conflicts while specifically addressing problems associated with mixed land uses, inconsistent zoning, and neighborhood identity to ensure a balance between existing land uses and future development potentials within the Fulton/Lowell Area.

Unless otherwise modified by this plan, the requirements of the applicable zone districts in Chapter 12 of the Fresno Municipal Code, whichever is more restrictive, shall apply to the development of all properties in the Fulton/Lowell Area.

"R-1" Single Family Residential District

The following land uses are prohibited in addition to the uses listed in Section 12-211.4
USES EXPRESSLY PROHIBITED:

1. One-family mobile homes
2. Temporary or permanent telephone booths

"R-3" Medium Density Multiple Family Residential District

The following land use is prohibited in addition to the uses listed in Section 12-213.4
USES EXPRESSLY PROHIBITED:

1. Temporary or permanent telephone booths

"C-P" Administrative and Professional Office District

The following land uses are prohibited in addition to the uses listed in Section 12-216.4
USES EXPRESSLY PROHIBITED:

1. Apartment hotels
2. Hotels

"C-1" Neighborhood Shopping Center District

All permitted C-1 zoned land use within the Commercial/Mixed Use Level 1 Designation shall require an approved Conditional Use Permit.

"C-M" Commercial and Light Manufacturing District

The following land use is prohibited in addition to the uses listed in Section 12-224.4
USES EXPRESSLY PROHIBITED:

1. Baths (Turkish, etc.)

The following land uses will require a Conditional Use Permit in addition to the uses listed in Section 12-224.3 USES PERMITTED SUBJECT TO CONDITIONAL USE PERMIT:

1. Processing
 - a. Blue printing and photocopying
 - b. Carpet and rug cleaning plants
 - c. Cleaning dyeing plants
 - d. Creamery
 - e. Laundries
 - f. Laboratories
2. Agricultural uses (excluding livestock)

"M-1" Light Manufacturing District

The following land uses are prohibited in addition to the uses listed in Section 12-226.4
USES EXPRESSLY PROHIBITED:

1. Animal and poultry slaughtering or packing
2. Bookstore (adult)
3. Meat packing and meat processing
4. Motion picture theater, adult
5. Poultry processing
6. Solid waste transfer station

The following land use will require a Conditional Use Permit in addition to the uses listed in Section 12-226.3 USES PERMITTED SUBJECT TO CONDITIONAL USE PERMIT:

1. Agricultural uses (except livestock)

"M-2" General Industrial District

The following land uses are prohibited in addition to the uses listed in Section 12-227.4
USES EXPRESSLY PROHIBITED:

1. Meat packing and processing
2. Asphalt and asphaltic concrete mixing or batching plants
3. Bookstore (adult)

4. Concrete and cement products
5. Motion picture theater, adult
6. Poultry processing
7. Solid waste transfer station

"CC" Civic Center District

The following land use is prohibited in addition to the uses listed in Section 12-231.4

USES EXPRESSLY PROHIBITED:

1. Bath (turkish)

APPENDIX 3

**POWELL SUPPLEMENTARY HISTORIC
BUILDING SURVEY DATA**

L Street District

The consultants express concern that the original boundaries proposed for this district appear to have been gerrymandered to include a number of Van Ness Avenue and Divisadero properties that are fundamentally segregated from the distinct neighborhood represented in the L Street core. Additionally, recent and proposed demolition of historic properties adjacent to the Presbyterian Church further erodes the boundaries Ms. Carter identified in her study. Taking into account these losses and eliminating the Van Ness/Divisadero panhandle, a more compact L District, having cleaner boundaries and, consequently, greater integrity, can be constructed (Figure 3). These revised boundaries continue to encompass a high density of National Register quality properties (Appendix 3). Approval of the city's district application by the Office of Historic Preservation (OHP) could result in an 81 percent standard of compliance. The consultants caution, however, that the high incidence of empty parcels and contemporary infill construction may increase the non-contributing statistic and lower the compliance standard to approximately 55 percent at a minimum, or to 41 percent in a worse-case scenario (Appendix 3).

The more liberal assessment is achieved in part by assessing specific contemporary buildings, or portions thereof, as contributing properties by virtue of their early Modern style characteristics. An example is the commercial office facility located at 1660 L Street, constructed in 1957 for Roberson & Martin Accountants by Taylor-Wheeler Associates, Inc. Unfortunately, a one-story wing of this superior International style office complex was remodeled in 1985, but it survives largely intact underneath a false mansard roof. A two-story wing of the building survives unscathed, attesting to its modernist heritage. Although establishing an integrity compliance for this building would be difficult, the fact that the remodeled one-story wing could be returned to its original flat-roofed profile enhances the prospect.

North Park Historic District

Although the construction of Freeway 180, known as "the Gap," has largely altered the integrity of Fresno's most significant concentration of turn-of-the-century downtown historic residential building stock, this elevated connector between Freeways 99 and 41 forced a formal reevaluation of the area in 1990-91. Completed by architectural historian Karen Weitze, Ph.D., this enormous study meticulously documented remnants of the early northern expansion of the city, now bisected diagonally by the freeway. Ms. Weitze's analysis of the Area of Potential Effects (APE) corridor for Caltrans supplies ample groundwork to support designation of the greater area through which the freeway cuts as a potential historic district (Figure 3). A permit-by-permit review of this area was not possible under the scope of this survey, but statistics calculated from preliminary

worksheet field assessments support district designation. This 643-property district appears to meet a 67.5 percent compliance rating, suggesting that a close monitoring of the neighborhood will be required to preserve its potential district status. Unsympathetic infill development, primarily in the form of two-story Utilitarian Tract style multi-plex units, has grossly compromised the area. Admittedly, a comprehensive historic survey would be a massive undertaking but totally justifiable as a method of stabilizing the sizeable portion of the Lowell/Jefferson Neighborhood section of downtown Fresno.

Summary of Proposed National Register Properties

Thirteen properties were identified by the survey as clearly meeting basic guidelines for listing in the National Register of Historic Places. All require additional research to assemble the necessary comprehensive data required to produce formal National Register nominations. That task is not covered under the contractual scope of this survey. Nonetheless, each of the thirteen properties is architecturally exemplary and solidly representative of its building type and style within the context of its immediate neighborhood or broader community setting. Each appears to have social associations that are either substantially significant or characteristically descriptive of the general population that settled in the community during its early development. It should be noted that any number of other properties identified by this survey as meeting the requirements for the Local Official Register of Historic Resources may also qualify for listing in the National Register. A change in ranking from local to national designation potential can be accomplished with additional research that produces the substantive data necessary to support national registry. The following is an abbreviated listing of the thirteen properties identified by this survey as appearing eligible for listing in the National Register of Historic Places.

417 North Fresno Street (Map Reference No. 8)

Vernacular style (Italianate influence): Single-family dwelling (1888)

Vernacular style: Commercial shop (1954), non-contributing

Carl W. Forsman Home: Carpenter

Later Charles McAllister Home: Superintendent, Guggenhime & Company and Bonner Packing

Architect: Unknown

Builder: Attributed to C.W. Forsman

473 North Calaveras Street (Map Reference No. 3)

Craftsman style: Single-family dwelling (1910)

Charles B. Evans Home: Charles B. Evans Autos

Architect: Unknown

Builder: Attributed to D. Thomas

2635 East McKenzie Avenue (Map Reference No. 12)
Queen Anne style (Eastlake influence): Single family dwelling (1889)
Mrs. C.C.S. Tufts Home: Boardinghouse keeper
Elmore A. Todd Home: Laborer
(Also Jane Todd Home: Employee, J.B. Inderrieden)
Architect: Unknown
Builder: Unknown

243 North College Avenue (Map Reference No. 16)
Queen Anne style: Duplex dwelling (circa 1895)
Mary Strupp Home: Music teacher
Architect: Unknown
Builder: Unknown

261 North Thesta Street (Map Reference No. 19)
Vernacular style (Queen Anne Influence): Single family dwelling (circa 1895)
W.W. Coates Home, circa 1904: Deputy Sheriff
Architect: Unknown
Builder: Unknown

136 North Van Ness Avenue (Map Reference No. 22)
Italianate style: Single family dwelling (circa 1888)
Adam Baird Home: Carpenter, mill owner and building contractor
Architect: Unknown
Builder: Attributed to Adam Baird

103 North Park Avenue (Map Reference No. 23)
American Folk style: Single family dwelling (circa 1892)
Mrs. R.A. Donahoo Home: Widow
Jesse Donahoo Home: Proprietor, Union Employment Office
Architect: Unknown
Builder: Unknown

1821 North Van Ness Avenue (Map Reference No. 27)
Moderne style (Art Deco influence): Commercial building (1936)
Dr. R.B. Griffenhagen Veterinary Clinic
Architect: H. Rafael Lake
Builder: Trew hitt-Shields

2239 San Joaquin Street (Map Reference No. 28)
Moderne style: Single family dwelling (1937)
Charles & Francis Lowrie Home: Deputy County Auditor
Architect: Attributed to Edward Glass
Builder: R. Pederson

1560 H Street (Map Reference No. 32)
Spanish Revival style: Commercial building/warehouse (1936)
Budd & Quinn Company; Tractor dealership
Architect: Ernest J. Kump, Sr.; Fisher & McNulty
Builder: Fisher & McNulty

862 Van Ness Avenue (Map Reference No. 41)
Perpendicular style (Art Deco influence): Commercial garage (1931)
L. C. Wesley Super Garage
Architect: H. Rafael Lake (Shields, Fisher & Lake)
Builder: Shields, Fisher & Lake

521 Van Ness Avenue (Map Reference No. 48)
(Generic twin to 517 North Van Ness Avenue)
Queen Anne style (brick): Single family dwelling (circa 1900), Generic Twin
Joseph & Annie T. Giardina Property: Fisher Monger, Billiard Parlor Owner
Architect: Unknown
Builder: Unknown

517 Van Ness Avenue (Map Reference No. 49)
(Generic twin to 521 North Van Ness Avenue)
Queen Anne style (brick): Single family dwelling (circa 1900)
Joseph Giardina Home: Proprietor, Fish Market
Architect: Unknown
Builder: Unknown

Recommendations

In addition to the recommendation that the individual property and preliminary district evaluations presented in this survey be formally reviewed and adopted for inclusion in the Local Official Register of Historic Resources, the researchers wish to point out that with each new year countless properties meet the basic 50-year test for consideration of potential historic status. Beyond the Civic Center boundaries of this survey are important examples of the earliest tracts constructed after World War II. Many of these tracts are representative of major advances in urban planning and design and should be accorded the same degree of consideration as more obviously historic older homes and neighborhoods.

APPENDIX 4

**LETTERS OF REQUEST AND
DEVELOPMENT DEPARTMENT
RECOMMENDATIONS**

KEYSER MARSTON ASSOCIATES INC.

500 SOUTH GRAND AVENUE, SUITE 1480
LOS ANGELES, CALIFORNIA 90071
213/622-8095 FAX 213/622-5204

ADVISORS IN:
REAL ESTATE
REDEVELOPMENT
ECONOMIC DEV.
FISCAL POLICY

LOS ANGELES
RICHARD L. BOY
CALVIN E. HOLLIS
KATHLEEN H. H.

SAN DIEGO
GERALD M. TAYLOR
ROBERT J. WITTMAN

SAN FRANCISCO
A. JERRY KEYSER
TIMOTHY C. KELL
KATE EARLE FUNK
DENISE E. CONLEY

MEMORANDUM

TO: Ms. Kaywin Feldman
Fresno Metropolitan Museum

FROM: Cal Hollis
Keyser Marston Associates, Inc.

SUBJECT: Draft Fulton Lowell Specific Plan

DATE: November 15, 1995

We have received the final draft of the subject specific plan. You will recall we previously reviewed the plan's preliminary draft and offered a number of suggested changes. These changes related primarily to further restricting the types of land uses which were permitted, encouraging regional development and being sure that the specific plan allowed meaningful implementation options, including the formation of a redevelopment project area. In general, the suggestions have not been fully incorporated into the final draft. Of particular importance are the following:

1. As we suggested, the plan has been revised to differentiate the goals, policies and implementation actions between the Fulton and Lowell areas. However, the Plan does not clearly articulate the goal of establishing a regional cultural and entertainment area for the Fulton district. The emphasis is on mixed-use, particularly retail and residential mixed-use. While such uses should be permitted and encouraged, the focus should be the regional serving uses to be drawn to the Fulton area.

Page 2

2. The current draft Plan identifies a limited number of uses which would not be permitted within the Fulton Area, restricting in a very minor way the predominant C-4 zoning. The Plan does not go far enough to discourage uses that would be incompatible with the goals of establishing a Cultural and Entertainment District, particularly in failing to eliminate auto repair, social service and similar uses, particularly from the Fulton and Van Ness corridors.
3. The specific plan map designates the area between the rail tracks and "H" streets as COMM/MU2, while the underlying zoning is M-2 and M-1. We believe light industrial uses should be encouraged in this area, particularly between Divisadero and San Pablo.
4. The Plan fails to provide any specific incentives or policy statements encouraging the Cultural District concept and, in fact, seems to discourage such a district. Specifically, page 19 states "The Plan encourages..." an urban retail environment that is unique, competitive, and neighborhood oriented" (emphasis added). In fact, the concept behind a cultural district is that it is regional serving, and cannot depend upon the neighborhood. The mixed-use goals of the Plan will not result in sufficient residential densities "to support after 5 p.m. activities in the Fulton/Lowell areas," as contemplated by the Plan. Accordingly, Goal 2 should be limited to the commercial areas north of Divisadero. An additional goal should be added to establish the area south of Divisadero as a major, regional serving Cultural and Entertainment District, unique to the San Joaquin Valley. These changes would be consistent with the Plan's section on Cultural Arts and Entertainment.
5. The concept of a Cultural and Entertainment District is inconsistent with Implementation action item 2-4-4 which calls for the establishment of "locations for community based organizations and educational facilities that provide public assistance, information, services and educational programs." These uses should be restricted to the Government Facilities area of the downtown. Accordingly, Policy 4-1 should be re-written to identify the Fulton area as not being appropriate for governmental uses.
6. Page 53 of the draft Plan, Implementation Actions 11-2-3, recommends consideration of a redevelopment project area. However the plan states: "The 'eminent domain' process can only be used with 'willing buyer' and 'willing seller' situations." Such a restriction severely limits the effectiveness of the redevelopment tool and is inappropriate in a specific plan. Such a restriction in the specific plan would not be binding in any event on the actions of the Council to establish a redevelopment plan. The plan should either be silent on the issue of eminent domain, recommend the Council consider restrictions only to the area

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KEYSER MARSTON ASSOC.

P. 04

Page 3

north of Divisadero, or recommend restrictions on acquisition of owner occupied residential property. The advisory committee's recommendations concerning eminent domain could alternatively be communicated to the Council at the time a redevelopment plan was being considered.

We hope these comments are helpful and suggest they be conveyed to Nick Yovino at the city as soon as possible.

cc: Mr. Clint Howell
Mr. Ed Kashlan
Mr. Sam Reeves

85773.gan



VALLEY

P.07

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VALLEY PUBLIC TELEVISION
Requests Concerning Fulton/Lowell Specific Plan
Page 2

training and communication opportunity for Fresno groups to connect with peer groups across the country by satellite TV, phone and computer without the expense of traveling to meetings. Possibilities for use of this unique service are endless. All community groups and businesses would be given the opportunity to use the facility for their own purposes, or to attend teleconferences presented by other groups, businesses throughout the country. KVPT, a non-profit, publicly-owned entity, requests the assistance of the City to accomplish this proposed expansion on property adjacent the station's facilities.

In addition to including the history, mission and future plans of Valley Public Television in the Fulton/Lowell Specific Plan, we request the following additions to the Plan:

- Mention Valley Public Television on page 7 in the listing of major entities upon which Fulton, Van Ness corridor's "developing entertainment and cultural arts district", is centered.
- Mention Valley Public Television on page 18 where area entities are again listed as part of an "emerging Cultural Arts and Entertainment District."
- Mention Valley Public Television in paragraph two of "Background" listed on page 48 (Section 7.0 Cultural Arts and Entertainment) in the list of "facilities located in the Fulton/Lowell Area."
- Please add Valley Public Television to Exhibit No. 25 (page 48a), both the location (SE corner of Van Ness and Calaveras) on the sketch and in the listing of Cultural Arts and Entertainment Facilities (legend).
- On page 49, in paragraph one and in "Implementation Actions" 10-1-2., include recommending that the City support the improvement and private expansion of Valley Public Television (as well as the Fresno Metropolitan Museum and Arte Americas).

VALLEY PUBLIC TELEVISION

Requests Concerning Fulton/Lowell Specific Plan

Page 3

Our final request is that Valley Public Television and the Cultural Arts District Committee (Chairperson of CADC is Virginia Mikula of Valley Public Television), a committee formed about 2 1/2 years ago which boasts membership of 20+ businesses, theaters, galleries, etc. in the designated "cultural and entertainment district", be included in the Fulton/Lowell Specific Plan Implementation/Project Review Committee addressed on page 60 of the Plan.

Thank you for your time and consideration of our requests.

Colin Dougherty
Executive Director/General Manager
VALLEY PUBLIC TELEVISION (KVPT Channel 18)

cc: Mayor James Patterson
Councilmembers Linda Calandra and Dan Ronquillo

*Cultural Arts District Association
c/o Virginia Mikula, Chairperson
Valley Public Television
1544 Van Ness Avenue
Fresno, CA 93721*

December 22, 1995

Jerry Freeman, Senior Planner
City of Fresno Development Department
2600 Fresno Street
Fresno, CA 93721-3604

Dear Mr. Freeman:

As the Executive Committee of the Cultural Arts District Association located in the area of the "Fulton, Van Ness Corridors" addressed in the Fulton/Lowell Specific Plan ("Plan"), we request the following considerations in the Development Department staff report accompanying the Plan as it is presented to the Planning Commission, the City Council and any other groups who will review and/or recommend concerning the Plan.

- 1) On page 48 (Section 7.0 "Cultural Arts and Entertainment"), paragraph three states, "A specific concern is the lack of coordination of cultural arts and entertainment activities in the overall community through a single entity (art council, commission, task force, etc.) to support, organize, coordinate and promote cultural arts and entertainment in the Central Area and specifically in the Fulton/Lowell area."

The Cultural Arts District Association desires to be recognized as an organization which has been concerned with the Fulton area, not only with events taking place in the area, but with attracting businesses and working to clean up blight. Please put a statement in the Plan that the advice of the existing Cultural Arts District Association (made of up representatives of businesses located on the Van Ness/Fulton corridors from Divisadero to Tuolumne) will be sought on any future redevelopment plans affecting the area. We want to go on record as desiring to play a prominent role in any future redevelopment of the area and are ready to help with this project.

Request of the Cultural Arts District Association
RE: Fulton/Lowell Specific Plan
Page 2

- 2) Concerning "Blight Removal", Page 53, Section 11-2-3. b., the Cultural Arts District Association requests the issue of the use of "eminent domain" be addressed as follows:

Eminent domain may be used as a last resort after all willing buyer/willing seller options have been exhausted. It is recommended the City treat fairly any businesses required to move to make way for larger projects and that these businesses are given every opportunity to stay in the area.

Further, the Cultural Arts District Association would like to be consulted in the instances where the eminent domain process is used in this area, concerning options, fair pricing, etc. We want to be certain the expenses of relocation of any affected businesses are covered.

Thank you very much for addressing our group during these past few months in order to bring us up to date on this issue and for giving us the opportunity of making these requests.

Sincerely,

CULTURAL ARTS DISTRICT ASSOCIATION

Virginia S. Mikula
Virginia S. Mikula
Chairperson
(Valley Public Television)

Terry Sadler
Terry Sadler
Vice Chairman for Van Ness Avenue
(Sadler Office Supply)

Carol Riley
Carol Riley
Secretary
(Valley Public Television)

Bill Bruce
Bill Bruce
Vice Chairman for Fulton Street
(Fig Tree Gallery)

Donna Lanier
Donna Lanier
Treasurer
(The Downtown Church)

FULTON/LOWELL SPECIFIC PLAN
STAFF RECOMMENDATIONS TO WRITTEN REQUESTS

FRESNO METROPOLITAN MUSEUM
NOVEMBER 15, 1995 LETTER

Staff recommends that the November 15, 1995 Letter from the Fresno Metropolitan Museum be added to the Appendix of the Final Fulton/Lowell Specific Plan in order to provide further guidance to the proposed Plan Implementation Committee, staff, and other interested parties in the implementation of the Fulton/Lowell Specific Plan.

- ITEM 1. Staff agrees with the need to further address the Cultural Arts District concept for a stronger focus on regional serving uses. Staff recommends that in order to better clarify the Cultural Arts District chapter's Policy 10-1 and Implementation Action 10-1-2, that the Plan text on Pages 48 and 49 be expanded to include language from the Museum's November 15th letter to further explain the concerns for attracting regional serving uses.
- ITEM 2. This request cannot be fully addressed at this time. It is premature to completely eliminate the auto repair, social services, and similar uses from the Fulton and Van Ness corridors, until the proposed Cultural Arts District area is more specifically defined. All site plans will be reviewed with the proposed Plan Implementation Committee on a case-by-case basis to ensure their compatibility to the greatest extent possible with existing and planned uses. Once the work of the proposed Cultural Arts District Steering Committee is completed and presented to the City, then implementation of the Fulton/Lowell Specific Plan (i.e. rezoning of inappropriate uses), a potential plan amendment, or incorporation of the Cultural Arts District concept into a potential redevelopment plan could be considered.
- ITEM 3. Staff agrees that light industrial uses should be encouraged. The majority of the existing Zoning is M-1, and only a minor portion of the developable land area is M-2. Staff will identify the potential rezoning of the M-2 property in this area to M-1 as a possible plan implementation measure to be considered with the proposed Plan Implementation Committee.
- ITEM 4. Staff agrees that the proposed Plan does not provide specific guidance regarding the need to encourage the Cultural/Arts District concept. The Plan

should not be interpreted to mean that such a District is discouraged. As discussed in the Staff response to Item 2 above, until the proposed Cultural Arts District Steering Committee completes its work, it is premature to attempt to build-in more specific requirements into the proposed Specific Plan. We do not see a conflict between the Commercial Goal Statement (Goal No. 2), Commercial Policy 2-1, with those in the Cultural Arts Chapter.

ITEM 5. Staff does not agree that the Commercial Chapter Implementation Action No. 2-4-4 conflicts with the Cultural and Entertainment District Concept. We agree that there have been problems with some government service agencies, but City government does not have the authority to restrict/review the building plans of most public agencies (i.e., federal, state, county agencies process their own permits). If the public agency has a long-term lease or purchases a site out-right, we have little control over its operation.

ITEM 6. Staff agrees that in order to pursue the Cultural and Entertainment District Concept, that the use of eminent domain in a potential redevelopment project should be given further consideration, and recommend that the Implementation Action 11-2-3.b be revised as follows:

Within the Fulton portion of the Plan Area, "eminent domain" may be used as a last resort after all willing buyer/willing seller options have been exhausted.

Within the Lowell portion of the Plan Area, the "eminent domain" process can only be used with "willing buyer" and "willing seller" situations.

Any businesses or residences relocated by any such action shall be treated fairly and shall be given every opportunity to stay in the Plan Area.

CULTURAL ARTS DISTRICT/CHANNEL 18 LETTERS

Staff recommends that the November 29th and December 22nd Letters from Valley Public Television, and the December 22nd Letter from the Cultural Arts District Association be added to the Appendix of the Final Fulton/Lowell Specific Plan in order to provide further guidance to the proposed Plan Implementation Committee, staff, and other interested

parties in the implementation of the Fulton/Lowell Specific Plan.

- ITEM 1. The five items identified on Page 2 of the November 29th letter from Valley Public Television will be incorporated into the Plan text and into Implementation Action 10-1-2 as described.
- ITEM 2. Request number 1) on Page 1 of the December 22nd letter from the Cultural Arts District Association will be incorporated into the Plan text as described.
- ITEM 3. Staff basically agrees with the concerns regarding the use of eminent domain in any proposed redevelopment project in the vicinity of the potential Cultural Arts District and recommends that Implementation Action 11-2-3.b be addressed as in the ITEM 6 response to the Metropolitan Museum Letter above.

J:FLSPLRE2.DOC

APPENDIX 5

RELATED PLAN AMENDMENTS TO THE CENTRAL AREA COMMUNITY PLAN AND TOWER DISTRICT SPECIFIC PLAN

Related plan amendments to the Tower Specific Plan, and the Central Area Community Plan in relation to the adoption of the Fulton/Lowell Specific Plan.

The amendments are as follows:

Tower Specific Plan

1. Delete the Fulton and Van Ness Corridor Area, Freeway 180 to Divisadero Street, from the Tower Specific Plan to allow a more homogeneous planning area for the Fulton/Lowell Specific Plan.

Central Area Community Plan

1. Adjust the Commercial Mixed Use Level 1 land use designation boundary to include the frontage lots of Divisadero from "H" Street to the Glenn/Calaveras Alley, of Roosevelt from Freeway 180 to Divisadero Street, of Broadway from Freeway 180 to Divisadero Street, the south frontage lots of Belmont from San Pablo Avenue to the west frontage lot of Blackstone Avenue, and the three lots on the west and single lot on the east frontage of Echo north of Divisadero Street to reflect the existing nonresidential land use in these areas.
2. Adjust the Commercial Mixed Use Level 2 land use designation boundary to include the frontage lots of Abby and Blackstone from Belmont Avenue to Freeway 180 and "H" Street from the south frontage lots of Divisadero Street to Fresno Street to reflect the existing nonresidential land use in these areas.
3. Revision of the proposed Land Use/Association Matrix (Exhibit No. 8, Page 29) in the Plan to reflect the Plan Designation/Zone District Consistency Table (Page 61) of the Fulton/Lowell Specific Plan.

APPENDIX 6

**ORDINANCE ADOPTING
DRAFT FULTON/LOWELL SPECIFIC PLAN
AND AMENDING TOWER DISTRICT SPECIFIC PLAN
AND RESOLUTION AMENDING THE
CENTRAL AREA COMMUNITY PLAN**

ORDINANCE OF THE COUNCIL OF THE CITY OF FRESNO
PROPOSED AND INITIATED BY _____
MOVED BY Ronquillo SECONDED BY Briggs

BILL NO. B-8

ORDINANCE NO. 96-7

AN ORDINANCE OF THE CITY OF FRESNO
CALIFORNIA, ADOPTING THE FULTON/LOWELL
SPECIFIC PLAN, AND AMENDING THE TOWER
DISTRICT SPECIFIC PLAN

WHEREAS, the Fulton/Lowell Specific Plan was prepared pursuant to the Local Planning and Procedures Ordinance (LPPO) and was formulated by staff with the help of a 21-member Citizens Advisory Committee, with substantial public input, and was initiated by the Fresno City Council on August 29, 1995, all in conformance with applicable provisions of State Planning Law, the LPPO and promulgated under it; and,

WHEREAS, the Fresno City Council, on October 20, 1966, adopted the Fresno Civic Center Master Development Plan by Ordinance No. 6910, as a specific plan of the City of Fresno; and,

WHEREAS, a portion of the proposed Fulton/Lowell Specific Plan is within the Civic Center Master Development Plan Boundary as shown in Exhibit, "1," and any proposed development within the subject area is also subject to the requirements of Civic Center Master Development Plan; and,

WHEREAS, the Fresno City Council, on March 26, 1991, adopted the Tower District Specific Plan; and,

WHEREAS, the LPPO requires that specific plans must be adopted and amended

PASSED 1/23/96
EFFECTIVE _____

by ordinance; and,

WHEREAS, the Charter of the City of Fresno permits the ordinance adopting the Fulton/Lowell Specific Plan to be adopted by the Council on the day of its introduction; and,

WHEREAS, the Fresno City Planning Commission, at its meeting of January 3, 1996, adopted Resolution No. 10812, recommending adoption of the Fulton/Lowell Specific Plan and Environmental Assessment No. 95-093 and amendment of the Tower District Specific Plan as recommended by the Citizens Advisory Committee; and,

WHEREAS, the Council of the City of Fresno, on January 23, 1996, held a duly noticed public hearing to consider the draft Fulton/Lowell Specific Plan, related plan amendments, and Environmental Assessment No. 95-093, and at the public hearings considered all information contained in the draft Fulton/Lowell Specific Plan, related plan amendments, and Environmental Assessment No. 95-093, and all written and oral evidence and testimony related thereto; and,

WHEREAS, prior to taking action on this project, Council approved Environmental Assessment No. 95-093, determining that it was prepared in compliance with the California Environmental Quality Act, and found that there is no substantial evidence in the record that the Fulton/Lowell Specific Plan may have a significant effect on the environment; and,

NOW, THEREFORE THE COUNCIL OF THE CITY OF FRESNO DOES
ORDAIN AS FOLLOWS:

SECTION 1. The Fulton/Lowell Specific Plan, consisting of maps and written statements of goals, policies and implementation measures, including Attachments A, B, and C, all as contained in Exhibit 1 is hereby adopted.

SECTION 2. The Council amends the Tower District Specific Plan as depicted in Attachment "C" in order to maintain consistency between it and the Fulton/Lowell Specific Plan. Attachment "C" is a part of and incorporated by reference into this ordinance.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO) ss.
CITY OF FRESNO)

I, REBECCA E. KLISCH, City Clerk of the City of Fresno, certify that the foregoing Ordinance was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 23rd day of January 1996, by the following vote:

Ayes: Briggs, Calandra, Quintero, Ronquillo, Patterson
Noes: None
Absent: Lung, Woody
Dated this 23 day of Jan 1996.

REBECCA E. KLISCH
City Clerk

By Rebecca E. Klisch
Deputy

APPROVED AS TO FORM:

HILDA CANTU MONTROY
City Attorney

By [Signature]
Deputy

vs\fulflow2.ord

RESOLUTION NO. 96-18

RESOLUTION OF THE COUNCIL OF THE CITY OF
FRESNO, CALIFORNIA, AMENDING THE CENTRAL
AREA COMMUNITY PLAN

WHEREAS, the Fresno City Council on July 13, 1989, adopted the Central Area
Community Plan; and,

WHEREAS, specific plans are essential to the refinement of the Community Plan;
and,

WHEREAS, the Council directed that the Fulton/Lowell Specific Plan be prepared;
and,

WHEREAS, the Fulton/Lowell Specific Plan has been prepared pursuant to the
Local Planning and Procedures Ordinance (LPPO) and was formulated by staff with the
help of a 21-member Citizens Advisory Committee, and with substantial public input, and
was initiated by the Fresno City Council on August 29, 1995, all in conformance with
applicable provisions of State Planning Law, the LPPO and guidelines promulgated under
it; and,

WHEREAS, the Fresno City Planning Commission, on January 3, 1996, adopted
Resolution No. 10812, recommending adoption of the Fulton/Lowell Specific Plan as
recommended by the Fulton/Lowell Area Citizens Advisory Committee; and,

WHEREAS, the Council of the City of Fresno, on January 23, 1996, held a duly
noticed public hearing to consider the draft Fulton/Lowell Specific Plan, related plan
amendments, and Environmental Assessment (EA) No. 95-093, and at the public hearings,

PASSED 1/23/96
EFFECTIVE

considered all information contained in the draft Fulton/Lowell Specific Plan, related plan amendments, and EA No. 95-093, and all written and oral evidence and testimony related thereto; and,

WHEREAS, prior to taking action on this project, Council approved EA 95-093 as required by the California Environmental Quality Act, and the Negative Declaration finding that there is no substantial evidence in the record that the Fulton/Lowell Specific Plan may have a significant effect on the environment; and,

WHEREAS, the LPPO requires that specific plans must be adopted by ordinance, and community plans and the General Plan must be amended by resolution; and,

WHEREAS, the Charter of the City of Fresno permits an ordinance adopting a specific plan to be adopted by Council on the day it is introduced; and,

WHEREAS, the Council has adopted an ordinance adopting the Fulton/Lowell Specific Plan.

NOW, THEREFORE BE IT RESOLVED that the Council of the City of Fresno, having adopted the Fulton/Lowell Specific Plan, approves amendment to the Central Area Community Plan as depicted on Attachment "C" respectively, incorporated herein by reference, in order to maintain consistency between the Fulton/Lowell Specific Plan, the said Community Plan.

CLERK'S CERTIFICATE

STATE OF CALIFORNIA)
COUNTY OF FRESNO) ss.
CITY OF FRESNO)

I, REBECCA E. KLISCH, City Clerk of the City of Fresno, certify that the foregoing Resolution was adopted by the Council of the City of Fresno, California, at a regular meeting held on the 23 day of Jan. 1996, by the following vote:

Ayes: Briggs, Calandra, Quintero, Ronquillo, Patterson

Noes: None

Absent: Lung, Woody

Dated this 23 day of Jan 1996.

REBECCA E. KLISCH
City Clerk

By Rebecca E. Klisch
Deputy

APPROVED AS TO FORM:

HILDA CANTÚ MONTÓY
City Attorney

By _____
Deputy

vs\\l:\pln\fulflowe.ccr

Attachment "C"- Related Plan Amendments to the Tower District Specific Plan and the
Central Area Community Plan

Related plan amendments to the Tower Specific Plan, and the Central Area Community Plan in relation to the adoption of the Fulton/Lowell Specific Plan.

The amendments are as follows:

Tower Specific Plan

1. Delete the Fulton and Van Ness Corridor Area, Freeway 180 to Divisadero Street, from the Tower Specific Plan to allow a more homogeneous planning area for the Fulton/Lowell Specific Plan.

Central Area Community Plan

1. Adjust the Commercial Mixed Use Level 1 land use designation boundary to include the frontage lots of Divisadero from "H" Street to the Glenn/Calaveras Alley, of Roosevelt from Freeway 180 to Divisadero Street, of Broadway from Freeway 180 to Divisadero Street, the south frontage lots of Belmont from San Pablo Avenue to the west frontage lot of Blackstone Avenue, and the three lots on the west and single lot on the east frontage of Echo north of Divisadero Street to reflect the existing nonresidential land use in these areas.
2. Adjust the Commercial Mixed Use Level 2 land use designation boundary to include the frontage lots of Abby and Blackstone from Belmont Avenue to Freeway 180 and "H" Street from the south frontage lots of Divisadero Street to Fresno Street to reflect the existing nonresidential land use in these areas.
3. Revision of the proposed Land Use/Association Matrix (Exhibit No. 8, Page 29) in the Plan to reflect the Plan Designation/Zone District Consistency Table (Page 61) of the Fulton/Lowell Specific Plan.